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ABSTRACT

The Senate Select Committee on Equal Educational Opportunity held hearings on quality in urban education on July 14, 1971. The lengthy testimony of various educators and professors is given. Discussion of problems peculiar to urban areas, integrated education, and school accountability are investigated. In the appendixes, newspaper articles, research and evaluation reports, and statistical data are presented. [Several pages of the original document are not clearly printed and, hence, will not be entirely legible.] (JW)

EQUAL EDUCATIONAL OPPORTUNITY—1971

ED057135

HEARINGS

BEFORE THE

SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY

OF THE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

EQUAL EDUCATIONAL OPPORTUNITY

PART 12—COMPENSATORY EDUCATION AND OTHER ALTERNATIVES IN URBAN SCHOOLS

WASHINGTON, D.C., JULY 14, 15; AUGUST 3, 1971

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QUALITY IN URBAN EDUCATION

WEDNESDAY, JULY 14, 1971

U.S. SENATE
SELECT COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITY
Washington, D.C.

The Select Committee met at 2:15 p.m., in room 1318, New Senate Office Building, the Honorable Walter F. Mondale, chairman of the committee, presiding.

Present: Senators Mondale and Bayh.

Also present: William C. Smith, staff director and general counsel; Donald Harris, staff member; Francis A. Hennigan, Jr., minority staff director.

OPENING STATEMENT OF SENATOR MONDALE, CHAIRMAN

Senator MONDALE. The committee will come to order.

This afternoon we begin a series of hearings focusing on a particular aspect of the crisis in American education—namely, education in our Nation's cities. Until now the Select Committee has devoted much of its time to exploring the problems and process of school desegregation in both the North and South. We have looked at and heard testimony from districts attempting to successfully integrate their schools voluntarily, as well as those forced to do so under the law.

For a variety of reasons, successful integration of students would be difficult at best in many of our major urban centers. Through these hearings we intend to explore what these difficulties are, how and what strategies seem feasible in overcoming them. Additionally, we look forward to hearing testimony about the problems of governance, local decisionmaking and participation, and the impact and effect of compensatory programs in various urban settings.

We also hope to learn what reforms are most hopeful and realistic in bringing about equal educational opportunity for all children in these large and complex schools systems.

Finally, we will be seeking not only descriptions of what the problems are, but also recommendations for solutions.

Our panel includes Dr. Marcus A. Foster, superintendent of schools of Oakland, Calif. public schools; Dr. Gordon McAndrew, superintendent of schools, Gary, Ind.; and Dr. Marilyn Gittel, professor of political science, Queens College, New York. Will you please come to the witness table.

We will start in the order listed with Dr. Foster first. Dr. Foster, it is nice to see you again. I remember our very useful conversation of some months back. We are delighted to have you here with us today.

STATEMENT OF DR. MARCUS A. FOSTER, SUPERINTENDENT OF SCHOOLS, OAKLAND PUBLIC SCHOOLS, OAKLAND, CALIF.

Dr. FOSTER. It is good to be here with you, sir.

Honorable Chairman Mondale and distinguished members of the Senate Select Committee on Equal Educational Opportunity:

It is with extreme pleasure and pride that I respond to your invitation to participate in your committee hearings concerning the great issues facing urban education today. Having had over 20 years' experience of service to urban children as a teacher, elementary and secondary school principal, consultant, and associate superintendent in the city of Philadelphia, and for the past year as the superintendent of schools in Oakland, Calif., I believe that this background does qualify me to comment with some authority upon the problems and challenges facing urban education today. While it is true that the problems of urban education are great, I must say that the rewards and potentials for success in this area are equally as great. Had this not been so, you may be certain that I would have left this field and sought another endeavor long ago.

As I have just indicated, I have been in Oakland for a little over 1 year now since leaving Philadelphia. This year in Oakland, a most interesting and challenging one, has placed me in contact with the numerous advantages and excitement of being a participant in the life of this urban community. It has also placed me in intimate contact with the multitude of educational problems facing the students who attend our schools.

OAKLAND DEMOGRAPHIC DATA

With a school population of nearly 68,000 enrolled in a total of 90 schools, the Oakland school district is about 50th in size among the city and county school districts in the United States. We rank fifth in size in California.

The most recent census data show Oakland to have an estimated 360,000 residents of which approximately 45 percent are members of ethnic minority groups. The ethnic makeup of the school population is somewhat different, however. Almost three-fourths of our students are members of minority groups—59 percent black, 8 percent Spanish surname, 5 percent Asian, and less than 2 percent in the other nonwhite category.

The economic plight of the families who send children to our schools is staggering. During the past 5 years we have seen the number of children from AFDC families rise from 10,000, or about 16 percent of our elementary and secondary enrollment, to more than 24,000, or 38 percent.

The educational needs of our students are equally as impressive. More than two-thirds of our students read below national and State averages. It has been estimated that approximately one-third of our high school entrants do not complete the full 3-year program. Of those students remaining in school at the beginning of grade 12, approximately one-third fail to meet the new State graduation requirements of eighth grade performance in reading and mathematics which will take effect this coming school year. All of these students will be required to take special remedial-diagnostic courses in their deficient subjects in order to obtain their diplomas.

QUALITY INTEGRATED EDUCATION

Since I am aware that your committee has a particular interest in the matters of desegregation and integration, let me begin by addressing myself to this very significant issue. First of all, I will state unequivocably that I am a firm advocate of quality integrated education.

I am certain that you all know that school desegregation does not necessarily mean school integration. The mere physical mixing of students in a school setting does not in itself accomplish the goals of integration, which involve truly working together, appreciating and respecting cultural, ethnic, and racial differences, and accepting one another in the true brotherhood-of-man sense. For this reason it is extremely important to go well beyond just a "mixing of bodies" accomplished through whatever means—busing, Princeton plan, open enrollment, educational parks, etc.—if we are to truly integrate.

Since integration in the urban areas frequently involves lower-class black, Chicano, and other minority students, it is imperative that supplementary services be provided to both these students and their parents as well as to the majority students and their parents. The minority students frequently are in severe need of additional help in basic skill areas such as in reading and mathematics. Special assistance in these areas must be provided to these students who in turn must demonstrate success if unfavorable stereotypes are to be eliminated. Further, the expertise and services of specialists in the field of human relations must be provided for the students and parents of all racial and ethnic groups involved in an integration plan if the plan is to be successful. In-service training of teachers and other staff is also particularly important. From the curriculum standpoint, the selection and use of instructional materials which provide factual data on the contributions of minority racial and ethnic groups must be provided. I will not dwell further on these points since I am certain that members of the committee have availed themselves of the various publications and reports developed in recent years which deal with the kinds of activities and services needed for an effective and meaningful integration program.

PILOT INTEGRATION PROJECT

As an illustration of the kind of program to which I refer, let me take a few brief moments to describe a pilot integration model program funded under ESEA title I which has been conducted in our school district for the past several years. Under this pilot program, approximately 200 black youngsters from overcrowded ESEA title I target-area elementary schools have been bused to a number of schools serving predominantly white school populations in our hill area where capacity to house the additional students has existed. I want to emphasize that point. The flow from the flatlands to the hill areas is occasioned primarily because of the space that was available, because I am committed that busing should go both ways. As children come from the hill area to the flatlands, they have much to learn in the way of life style and the opportunities for service in that area.

Since the beginning of this program, the concern has been for quality integrated education, not merely a mixing of the races. Consequently, a number of support services have been provided to the five "receiving" schools, including reading and mathematics consultants, extra pupil guidance service time, a specialist in human relations, money for cultural enrichment and school exchanges, and an after-school program to promote fuller social interaction.

ACADEMIC AND ATTITUDINAL RESULTS

This program has been monitored from the beginning and results are clearly positive. In basic skills the children have done as well or better than children starting at comparable levels in either the "receiving" schools or the "sending" schools which have full compensatory education programs in operation. In terms of other program objectives, results are also consistently good. Measures of social interaction have shown that initial isolation in the new surrounding dissipated rapidly—the integration model bused children are accepted as well as other children in the school by their peers. Nearly three-fourths of the parents in "receiving" schools report the quality of the school program is just as good or better under the integration model project. Two-thirds of the "receiving" school parents have had an opportunity to get to know the "sending" parents and have felt better understandings are developing across ethnic and economic lines. Nine out of 10 of the parents who volunteered to have their children participate in the project reported that their children were fully accepted by the teachers and students in their new schools.

The key to our success in this project has been the focus on a quality educational program. That is what all of our "consumers" want—whether they are poor, rich, black, or white.

Obviously, I am pleased to report this positive picture in relation to our pilot project. This study is of significance in terms of how a small integration model project can be successful in a community. However, the significance of its impact pales when one surveys the magnitude of the task to be done in providing an integrated quality educational program for all 68,000 students enrolled in our school district. While it would be possible to make some additional progress along the lines outlined in other schools of our district, the fact of the matter still remains that it is very difficult for a district like Oakland to truly achieve an integrated program when we are constantly aware of the fact that almost three-fourths of our students are actually members of minority groups.

URBAN-SUBURBAN COOPERATION

I am convinced that school integration cannot be achieved in many urban centers throughout the country like Oakland unless some regional framework involving adjacent suburban and primarily white communities can be established. As an example, the two cities which bound Oakland on the east and south enroll school populations that are approximately 80 percent or more white. School districts in cities to the north of Oakland enroll student bodies that are approximately 60 percent white. Certain other suburban communities in neighboring areas have school enrollments of approximately 100 percent white students. It is clear to us in Oakland that it would be possible to achieve some meaningful progress toward integrating the schools in all of these communities with the cooperation of these other districts. Until such regional arrangements can be made, I am firmly convinced that urban school districts should take the responsibility for achieving quality integrated education wherever feasible within their school districts, and where integration is not feasible, the highest possible quality educational program must be provided on an equitable basis to all students attending such schools.

While it is certainly true that the matter of school integration represents a substantial challenge to urban education, I would have to state, however, that an even greater challenge to urban education exists today. I have reference here, of course, to the crucial matter of the adequate financing of our schools.

FINANCIAL DIFFICULTIES

For example, in our district we have had serious financial problems for the past several years since our revenues have not kept pace with steadily increasing costs and demands for needed additional programs. In the past we have been able to balance our budgets by reducing or eliminating central office services and by drastically curtailing our maintenance and custodial staffs. As an illustration, we have a backlog of over $5 million worth of rehabilitation projects which, because of our revenue situation, we cannot even think about doing.

This year our financial difficulties have reached crisis proportions. In a $68 million budget our projected 1971–1972 deficit is $3.5 million with no provision for cost-of-living adjustments for our employee groups. To balance our budget we have been obliged to cut 150 classroom teacher positions, five principals, two vice principals, seven nurses, and 48 positions in an already depleted custodial/maintenance staff. We have also made substantial reductions throughout all areas of the instructional and supportive program. Thus, when our teachers return to school this fall, they will find significantly larger numbers of children in their classrooms, and they will not have the materials, the books, and the other supplies that they will need to help these children achieve. The major reasons for this fiscal crisis are the increasing resistance of local property owners to add to their already heavy tax burden, the reluctance of State legislatures to increase taxes for school spending, and the minimal contribution by the Federal Government to the support of our general education programs.

Senator MONDALE. Dr. Foster, what is your per capita expenditure, per student?

Dr. FOSTER. It varies for grade level. It runs $650 for elementary and it gets as high as $850 for senior high.

Senator MONDALE. What is the average in California? How do you rate in per capita expenditures in the State?

Dr. FOSTER. We would maintain our ranking of about fifth, I would guess.

Senator MONDALE. Now, in the white communities just adjacent to you, are they spending at approximately the same level?

Dr. FOSTER. No. At higher levels.

Senator MONDALE. Do you have those figures?

Dr. FOSTER. No; I do not.

Senator MONDALE. Substantially higher?

Dr. FOSTER. Yes; in the nearby districts.

Senator MONDALE. Very well.

SPECIAL PROBLEMS OF URBAN CHILD

Dr. FOSTER. Further, it must be recognized that the problem of urban education are considerably different from an instructional program that can be conducted in a suburban area and that the needed programs for most urban children are quite costly. As examples—many thousands of our children speak English as a second language—roughly, only one-half of the students in need of ESEA title I services are actually receiving such assistance in Oakland.

Senator MONDALE. Are you getting any bilingual educational help under title VII?

Dr. FOSTER. We have just gotten a grant in a consortium with several other school districts, but Oakland's own bilingual program was turned down.

Senator MONDALE. Some of us have been pressing very hard for a substantial increase in bilingual funding. Regrettably, it is only $25 million now. It was $7 million 3 years ago, but it is still peanuts, of course. You do not have a single direct grant under title VII?

Dr. FOSTER. No. We do not have the grant but it goes to Berkeley and then four other districts participated in the consortium arrangement.

Senator MONDALE. Do all grants go through Berkeley?

Dr. FOSTER. No. We have a teacher training complex that is coming to Oakland and there are others that are coming directly to Oakland.

We were saying that the children in urban centers need extra expenditure for education if those needs are to be met. We are saying that children from these backgrounds need individual help in the basic skills. They need small classes. They need specially trained teachers. They need help in motivation and building self-confidence. They need health and dental care. They need nutritional programs. They need help to believe that they have a chance in our society.

If we are going to really help the urban child with all his problems, we will need a great deal of additional financial aid. It is unthinkable; indeed, it is immoral to contemplate reducing an educational program for our children when it is already so inadequate.

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Now, despite my rather gloomy portrayal of the fiscal plight facing urban schools today, I would like to turn to a discussion of some of the hopeful signs and new directions which I see on the horizon for urban education. Indeed, these new directions represent a number of changes and courses of action upon which we have already embarked in Oakland in our efforts to improve the educational program in our city. Hopefully, we will be able to obtain the necessary funds from some source to maintain, nourish, and expand upon what we believe to be a very sound beginning.

HUMANIZING THE SCHOOL SYSTEM

The first of these new directions—and this does not cost a lot of money—has to do with having schools be more conscious of the human needs of the children that are being served, not only the human needs of children but the needs of teachers and community, and I believe what we have to do there is bring about an attitudinal change. The schools that serve the urban centers have to be organized and operated in a way that they begin to meet the basic needs, and one of these needs is a need of a sense of being related to the institution.

As these schools get larger and the number of children handled by teachers have to be increased, then the institutions become the kind of anonymous operating plant where children and teachers are not really known and people begin to adapt a kind of shorthand way of making judgments about each other and I think that this is one of the keys in urban education; having institutions function in a way that a youngster feels that he is part of that school; that the teacher feels he is known.

I can remember a high school I operated that had over 200 teachers in it and it was difficult for me as a principal just to know the people on my staff, and that is a rather dehumanizing experience for one who is doing the best he can, not to be even known by his own principal.

So we have to have ways of organizing schools and this does cost some money in new house plans, in teaching units where people at least begin to relate to part of that big institution that so robs them of this sense of being somebody.

Another one of these human needs we have to address is to be sure that our urban schools especially operate in a way that people begin to sense their own personal worth, that they are not forced into flexible institutions and when they fail to adjust to the preconceived notions of what they should become or be then that person is proclaimed a failure and the institution goes on as though it has been successful.

I think that Fantini and Weinstein have a book out, "Making Urban Schools Work," which hits upon a good point when they say that schools in suburbia address a kind of set of social realities that tend to make sense because they now range in the socioeconomic area and in the narrow range of aspirations, and these school systems seem to be working; but when we look at what happens in the urban center, we have taken the same schools that have dealt with realities in suburbia and they go right on dealing as though the same realities existed in the urban scene, and this is another—what I am getting at here, this comes down to reeducation of teachers and principals and of communities in the way they are involved in schools.

When you get these schools in urban centers dealing with the realities that exist in suburbia instead of having a congruent kind of fitting together you have an incongruity and you have the criticism of irrelevance and the schools are turning children off and children are leaving schools early. So I would say that that is another human need that needs to be met in our urban centers.

EMPOWERMENT

The third element I would mention would be a sense of power. Every school should have as part of its plan a way of empowering the people who live there together, and that means everybody. I think about our democracy where we place a heavy premium on the ability of people to make wise decisions in critical situations and then the youngsters can go through a whole high school experience and never be called upon once to make a judgment that is crucial in the operation of the school or his own development. I would submit that these would be some of the things that we would have to begin to work with, and the thing about empowering people is that power is not really given to people. You get power by taking it. You wrest it away or you learn strategies of negotiation that help people to win power, and this is where the poor and those who have felt powerless have to be involved in the school operation in a way that they develop these strategies of negotiations. It does not have to be brinks of confrontation when we have shifts in the way power flows.

So that would be the first of the new directions that we have been trying to establish in Oakland, to humanize the schools so that at least those three human needs are held in the minds of everyone who is connected with the enterprise: helping people to relate; develop a sense of personal worth; and a sense of their own potency.

ACCOUNTABILITY

Second, I believe it is essential in the improvement of urban education to establish a precise and equitable program of educational accountability. As one of the first steps in the development of our accountability plan in Oakland, our board of education adopted last fall a number of districtwide goals which now provide the general direction for the activities carried forth in our school system.

Here, I would emphasize that our approach is not one of pure innovation where one begins to put in operation a number of models and it gives the appearance or the illusion of much happening, and when one looks at the achievement it has not risen and the children have not been fully served. Our approach is more of a systemic approach where you try to deal with the total system and have people retool and rethink their previous behaviors and move in new directions.

There are those who would hope if we could get rid of all the teachers who are not meeting the needs of children—and we do have tenure laws and we do have other things, and the administrators have to deal with reality, that we are going to have to take the present ability system that I mentioned is part of the systemic way of involving the total system so that everybody, parent, child or whatever that is enrolled in the institution or the enterprise knows exactly what the school is trying to do.

A second element in our accountability program was the development of objectives which resulted from the charge I gave last fall to each of our staff members to take upon themselves the personal and heavy responsibility of setting, within the framework of our overall goals structure, their own instructional objectives for the year. This task involved the development of objectives stated in measurable terms within a specified time frame. Similarly, each school was charged with the responsibility for developing and submitting schoolwide objectives reflecting the instructional activities and accomplishments expected for the year at the school. Needless to say, I was most gratified when I learned that all 90 of our schools met the November 15 deadline for submission of their schoolwide objectives statements. At the present time members of our staff are evaluating the results of our first year's efforts.

I do not want to give the simplistic notion that the process of objectives and goal statements will in itself change the system, but the involvement of the people who talked about the goals for their schools and the objectives—the high school, every committee had on it children and students, parents, teachers, administrators, and others from a wider community who had a stake in it. I think the goal statements themselves, while they were excellent, the objectives were excellent, but the process that they went through in talking with each other and becoming involved in the concerns that the school and the community had was the thing that would have the most salutary effect.

DECENTRALIZATION

A second new direction in urban education which I believe has great potential is that of decentralization. Through decentralization it is possible to place administrative authority closer to the individual schoolsites, to improve the delivery of services, supplies and program resources to schools, and to augment community involvement in order to more effectively utilize this important resource. Our decentralization program in Oakland was initiated on January 1 of this year and, though it has been in operation for only a few months, I am confident that it will eventually result in a marked payoff in improved educational services.

Our program seeks to make available the superintendent to all of the community and while some view decentralization—when you assign an associate regional superintendent, they see this as putting a barrier between you and the people, but actually, the area superintendents, if they are well chosen and well trained, begin to act as your alter ego and it makes you more accessible to the community and more responsive.

COMMUNITY INVOLVEMENT

Another important new direction in urban education is that of parent and community involvement. For many years I have been committed to the notion that, where parents and community are interested and involved in the work of the school, their children will achieve better, and the school will provide better programs for students. Since my arrival in Oakland, this has been one of the areas in which I have placed considerable emphasis. We have initiated a very successful procedure for community involvement in the selection of school principals. Also, we have charged each principal in the district with the responsibility for developing a systematic plan for involving the parents and community in the activities of their local school and have encouraged parents to involve themselves in matters such as curriculum, school facilities planning and upkeep, school discipline, and other school site procedures and activities.

Another community involvement procedure initiated this year has been the establishment of what we call our Master Plan Citizens Committee. Described by some as the world's largest committee, this citywide group is comprised of representatives from every school in the district and includes staff, students, parents, and various interested community resource personnel, and we have tackled together the difficult job of developing a master plan for education for our city. After a period of a year, we hope to receive from this citizens committee a blueprint for guiding the activities of our district in a number of key areas such as curriculum, fiscal, and capital planning, community resource development, etc., for the immediate and longer range years ahead.

I think history shows us pretty well that institutions do not transform themselves. The outside input of those who are being served who are unhappy, who are feeling pain, who are enraged, tends to help institutions focus upon their deficiencies and move more quickly toward bringing about adjustments. So sometimes in really getting meaningful community involvement, it creates problems for administrators who would like to say "This is my school and no one tells me how to run it. I am a professional and I have been trained to do this." That has to be anticipated as one really moves effectively into the area of bringing the community into the school.

RANGE OF OPTIONS

We decided upon a multiple option approach. That is, we were convinced that there is no one best way for involving parents and community in a large city into the life of a school. So the multiple options approach says that if you find it convenient and satisfactory to work through organizations such as the PTA and Dads' Clubs, then deepen that involvement by bringing in those that have been excluded. Maybe you want to create an advisory council, or if you want to go the route of an elected school board, we set forth some guidelines as to how this might come about.

As we expected, in the city of Oakland there are many different models. I can think of one school in the highlands where the PTA in concert with the advisory board became a very viable institution in that school that brought about change. This was a rather affluent community and it raised some $21,000 for that school and installed a primary program in cooperation with the principal.

In another area, a poor area, the Dads' Club seemed to be the most effective. They set up a kind of committee which they called "The

Student Behavior Committee," where no child could be suspended unless he first appeared before the Dads' Club, and this Dads' Club would review the child's case and individual fathers would adopt the child for a week and go into his community and talk to the parents and sort of be a big brother for that child. It cut down on the time the child was spending outside of school in suspension. But would I replicate it in the whole district? The answer would have to be no, because there would be those who would view this as an invasion of privacy and would become upset. "How dare you tell some other parent about my child."

I am giving these examples to show the range of options that people had in developing their ways of bringing the community in to play significant roles, not just as windowdressing, but to deepen their involvement. Every schoolsite in Oakland has a plan and has support and professional help in bringing about the realization of its plans.

Let me return to the Master Plan Citizens Committee. This group is unique in that it evolved from a number of public hearings where we went to the community and said to them, "You tell us how we should put together a Master Plan Citizens Committee to ensure that it has representativeness, to ensure that the mandate of that committee is appropriate and to help to define the duration of that mandate," and citizens when treated this way react with suspicion because they have not traditionally been approached that way. They suspect that you have the answer all worked out and tucked in the inside pocket and only are waiting for somebody to get what you have in your pocket. And it took some convincing on the part of the administration and a lot of forbearance not to rush in with answers, but to let the community struggle through the organization of that Master Plan Citizens Committee, and now it is in operation. One of the newspapers said it is probably the world's largest committee, because at each schoolsite, each of the 90 sites, there is a mini Master Plan Citizens Committee; and from that some 215 have been selected through a process to come to the citywide Master Plan Citizens Committee, and they are divided into task forces looking at the capital financing, capital planning, looking at finance, school governance, resource reutilization, and the process of bringing this about has been slow and painful and, here again, money is needed to plug in the poor and keep them operating and staying. In explaining the materials, we thought we had written the program pretty well, but one lady said, "I do not know what you said in this. You used words I do not understand." We had to do a rewrite and then we had to do it in Chinese and Spanish to make sure we were getting to our constituency.

We have an application now for $300,000 to make this committee function effectively because it could become the model of the country.

MANAGEMENT TECHNIQUES

A fourth new direction I see is that of applying new management techniques to the field of education. Along this line, we are taking steps in Oakland to insure the best possible use of our personnel and material resources. In addition to the decentralization process described above, we are initiating a planning, programing, budgeting system which we expect to have operational by the 1972–1973 school year. We feel sure that the PPB system will significantly increase our ability to use our resources more effectively and hopefully it will provide us with improved evaluation data for enabling us to make better decisions in improving our various programs.

In addition to the major new directions I have cited, I would call attention also to two additional very promising approaches we established in our district this year. One was the establishment of our Office of Resource Development. The function of this office is to seek out all possible available resources that might be of potential value to the district, be they resources of funds, time, equipment, materials, or anything else that could prove to be of assistance to the district. This office, staffed with personnel knowledgeable in foundation and institutional support and skilled in application preparation techniques, has begun to yield dividends for the district.

Another approach initiated last year, but which will in all probability be discontinued this year because of the lack of funds, is what we have called our "New Notions for Excellence" program. This program made it possible for school staff and students to make applications for modest funding of special innovative projects in their schools. Through this program it was possible to stimulate a considerable amount of interest in the development of new and varied approaches to the instructional program.

This simply operates out of the belief that many of the resources that we need to do the job are already available but have not been effectively utilized and focused. We are saying that in this use of management techniques people have to know at least what they are trying to do and have objectives clearly specified and then look at resources and then begin to allocate resources in the light of priorities and in common terms begin to put your money where your mouth is. What you say you are trying to do, put your money there, and then do not spin your wheels trying to do all of those at once but do those objectives that can be accomplished. Already we are finding that as schools narrow the diffuse way they have been approaching their objectives and concentrate on a limited number, they are beginning to get payoff.

I submit that since we do not have additional funds that are sorely needed we are going to have to use our available funds more prudently, and I think more effective management will certainly lead toward that.

UTILIZATION OF COMMUNITY RESOURCES

Our Office of Resource Development was established out of my conviction that urban schools working alone to bring about change are doomed to failure or at best mediocre success. The needs of children are too varigated for the schools alone as an institution to meet them fully. We have to become more skillful in utilizing the total resources of the community. I am not talking only about the financial resources of the government at every level, but I am talking about the opportunities for "hand-on" experience in the real world.

We have some 3,400 children who go out into industry, into commercial establishments, into scientific laboratories, working and learning the real practical reason why they should be studying the abstract material back at school. I think this Office of Resource Development is the kind of facility, the kind of organization that should be present in every school system so that the great resources of universities are not plugged in haphazardly. Our Resources Office focuses all the potential of these various opportunities for supplementing and expanding the educational opportunity for our children, focus it according to our own objectives, and we begin to deal with our agenda rather than others.

INNOVATION ON SCHOOLWIDE LEVEL

The "New Notions for Excellence" program is a program where we took $100,000 and we said to teachers "You may apply for grants up to $10,000" and we earmarked 30 percent of it for teachers. We earmarked another 60 percent for schoolwide projects; and this was a part that shocked a lot of people, and 10 percent for students. These were not prizes. These were funds that could be used to help people implement their notions for making their situation better.

It was amazing the change of attitude that it brought about toward the administration because we were saying that all ideas do not have to proceed from the top down. We need to hear ideas from the bottom and let them flow up from the situation, and we received some 500 applications. The beauty of this was that we were able to show people how they could do their ideas simply by reorganizing within their school and using their resources and getting ahead without giving them additional money. Others we could redirect to other sources of funds.

The place where we had trouble giving that $10,000 and applying it to stimulating student ideas was right there at that area, with the students, because they had not been accustomed to having people say to them, "Here is a block of money. If you have a creative notion we will find it." Now, the first time around we were short and we had about $2,000 left over. Then we readvertised that we had this $2,000 left over and on the second go-around when the students were convinced we meant it, we were deluged with something like $10,000 worth of requests just from students.

Again, I want to emphasize the significance of this operation as it shifts the power relationship, that people do not look to the administration building; they look within, to their own resources. If you think of the thousands of conferences that must have gone on between students and teachers and administrators as they worked up their schoolwide projects, the conversations that went on with students themselves as they developed their projects, you can see the different attitudes that were developing about their own sense of power. That relates to what I was saying, that people have to have a sense of power that they can change things by their own activity. This is one way of helping to give them that sense of being in power.

ADVOCATE SYSTEM

I would say too, and this was left out of the prepared text, that one of the major areas that urban education has to move on is more effective preservice and inservice training of teachers, administrators, paraprofessionals. We need a special breed of administrator today, a new breed, a new breed of teacher, if we are going to meet all of these problems of urban education which I cited earlier in describing the nonachievement of many of the students in our school district.

I can get it into probably four themes. One is that the administrator has to become an advocate, an advocate for the people he serves. This switches it completely around from what it has been. Traditionally, administrators have been protectors of the system. They made excuses for superintendents who did not get the materials out when they should have been. They operated on the principle that the reward system told them it was appropriate to operate on. The reward system has said to principals and teachers that the way to get ahead in the system is to get along with your immediate superior, do not make too many waves, and just sit still as you float to the top. Somehow we have to change that reward system so that people understand that those who dare to be advocates for their community, for their teachers, for their students, will be rewarded for that effort.

Here again, we begin to change power relationships. It becomes more painful for some people but in this case I think it is absolutely essential that we put people in jobs of responsibility who have the courage to stand up not for the system but for the people they serve.

VULNERABILITY

Another one is the concept of vulnerability. I think we need to have administrators that understand that concept. I can remember taking over a high school and going through that school the first day and looking at the occupational level shops and one of those shops dealt with upholstery. I do not know a thing about what you do when you upholster so I went and got a friend of mine who was an upholsterer and he said, "Marc," almost with tears in his eyes, "You do not have a single machine in this shop that is currently being used in industry." And I cite that to say that the school was vulnerable on that point and somebody presided over it without crying out about that condition. Then when the community comes in and discovers that shop that has been running a cruel hoax on children, proclaiming to be preparing them with job skills, and then begins to scream and say, "We want that changed," then we are reacting to community pressures and we go to work and clean it up.

What I am saying is one who understands the concept of vulnerability develops an agenda to change those things in which the school or the school system is vulnerable. Our employment practices in Oakland have resulted in a terrible imbalance of minority groups in high echelon jobs and in the teaching force. It represents a disaster area and when a group of Chicanos came to the board meeting and began to express their concern and their rage I was in a position to say, "These are the things that we have done," because I looked at that as an area of vulnerability and had done several things that made progress for that particular group and could say to them "I want you to help me to make further progress," and a situation that started to be terribly confrontive turned out to be supportive. "When can we meet and help you?"

We need administrators who understand something about the idea I just mentioned, something about conflicting utilization. People cannot be traumatized by conflict. We are not going to be seeing less of it; we are going to see more of it in the 1970's. Those who would dare to run schools or classrooms have to understand how to utilize the tremendous energy that is released in conflict and move that energy toward constructive resolution of problems so everybody gets a payoff and some benefit.

If time permitted I could give you a number of examples of how we were able to utilize what was a traumatic experience for some principals, but we were able to take that energy and move it not in the manipulative way but in an expansive way of looking beyond the narrow precipitating cause to the underlying wrongs that needed to be adjusted.

Then the fourth area I think we need to train our administrators and teachers in is social interpretation, because in these ghetto schools, if the perception of the community is that nothing is going on in the schools—and many I know have that image—then there is much going on that is positive, but the principal has not, and the teachers have not, and the children have not, and all connected have not become skillful enough in how to interpret what is happening in that school. I would submit then that this is another area of critical need in urban education.

Now, to sum up——

Senator MONDALE. I think we had better suspend right there because we must go over and vote. We will be right back.

(Recess.)

Senator MONDALE. Dr. Foster, had you concluded your statement?

RECOMMENDATIONS FOR URBAN EDUCATION

Dr. FOSTER. I was just about to get to the conclusion.

In conclusion, and in keeping with your committee's request for specific recommendations for the improvement of urban education, I would offer the following points for your careful consideration:

First, with respect to integration, I would recommend that significant amounts of additional Federal incentive funds be made available to school districts willing to enter into regional arrangements for the purpose of developing quality integrated programs. These incentive funds should be of two types:

Categorical funds for supporting all student transportation costs and necessary remedial, human relations, and other specialist services necessary for facilitating the integration process.

Modest general fund grants to all districts involved in the regional program for overall program improvement use.

Second, significant amounts of additional funds are recommended for the general support of urban school districts. The ingestion into our urban schools of large amounts of unrestricted funds similar to those provided through Public Law 874 for general program improvement use is desperately needed. Further, with the availability of such funds it would be possible to establish such new and unique school programs in the urban setting that they would serve as attractions to suburban students, thus assisting in the integration process.

Third, I would recommend that additional categorical funds be provided to improve upon and expand already established federally funded programs. I have in mind particularly those programs such as ESEA Title I for disadvantaged students, bilingual and vocational education, and the dropout prevention programs.

Further, I would strongly recommend that significant amounts of new Federal funds be committed each year for the purpose of urban area school construction projects. Here again, it is likely that millions of urban children will continue to attend World War I vintage, and earlier, school facilities unless Federal funds are provided for replacing such intolerable educational environments.

I also recommend that additional funds for preservice and inservice programs for teachers and administrators be made available.

And finally, I would urge that additional moneys be provided for programs such as the experimental schools program currently being administered by the U.S. Office of Education. It is through programs of this nature that it will be possible to develop and perfect new, innovative, and effective procedures for educating urban children.

With a well-funded general and categorical aid program, with the establishment of a realistic capital development program, and with a program fostering innovation and experimentation—all supported by the Federal Government—urban education will surely survive and flourish. Without this support, however, there is every likelihood that urban education will continue to erode and deteriorate. I trust that every member of this committee will mobilize every ounce of influence and power at his command to guarantee that urban education will, in fact, survive and flourish in the immediate months and years ahead.

Thank you, gentlemen, for the opportunity to address your committee on these important matters today.

Senator Mondale. Thank you, Dr. Foster. I think I am going to hear from the full panel and then we will ask questions collectively.

Our next witness is Dr. Gordon McAndrew, superintendent of schools, Gary, Ind.

Senator Bayh had hoped to be here personally to introduce you but was not able to return. He wanted to personally welcome you to the committee and he also had an article on the Gary schools from the prestigious educational journal, U.S. News and World Report, which we will include in the hearing record.*

STATEMENT OF DR. GORDON McANDREW, SUPERINTENDENT OF SCHOOLS, GARY, IND.

Dr. McAndrew. I appreciate the opportunity, Senator Mondale, to testify before the committee, and for the interest of this committee in the problems that we are discussing today.

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*See Appendix 2, p. 5677.

The most important question to be asked about our schools is how well do the children learn? By this criterion urban schools are failing. The majority of children who attend them are not achieving according to any reasonable definition of that term. The best evidence of this is inadequacy in the basic skills (the 3R's if you wish) which are the essential foundation for later learning. In fact, poor children of all colors, concentrated in urban areas, fall farther and farther behind their more affluent counterparts each year. It would appear the longer such children are in school, the duller they seem to get.

This problem has been analyzed many times. Fundamental to it is the home background of the child. It is now quite clear that traditional school inputs (for example, teacher training, classroom size) have very little effect on the relative achievement of students, most of which appears to derive from family background defined in fairly traditional social class terms.

This fact has led some to feel that the school is powerless to correct the situation. Such a conclusion unfortunately has gotten in the way of seeking educational solutions to mitigate environmental influences over which the school has little control. We have been quick to explain why schools are not more effective. We have been less attentive in questioning public school practices which may account for at least some of our problem. For example, granting the inadequacy of our financial resources, are we allocating them in a way to guarantee maximum educational return? Given the fact that the schools cannot be all things to all men, have we defined priorities in such a way that what we do is for a better reason than that is the way it has always been done?

GARY POLICY STATEMENT

Two years ago the Gary, Ind. Board of School Trustees adopted a policy statement which states its priorities as follows:

> The School City of Gary seeks to assure that no student of normal mental ability will leave the Gary school without acquiring certain skills and knowledge. Considered most important among these is the ability to use and understand the English language; to listen and to read with enough facility to profit from the ideas and discoveries of those who came before; and to speak and write with enough facility to transmit to his fellow men his own ideas and discoveries.
>
> The Board believes every youngster should be taught to understand and employ the basic concepts of mathematics and science. Further, the Board believes that every American child should be taught the facts of his own country's birth and how it relates to human history in general; the contributions and the sources of the contributions which have been made to America and world society; and the antecedents and relationships involved in today's world and local events.
>
> Finally, the Board seeks to instruct the children of Gary in the manner outlined above toward the end of preparing them for the responsibilities of adulthood—whether they go on to higher education, find their places immediately in the working world, or assume the responsibilities of family life.
>
> The Board views the average thirteen years of experiences Gary children have within the context of the public schools as a period of preparation for the years that will follow; and it, therefore, believes that every young person who graduates from a Gary high school, on that day, be competent and confident enough to begin the next phase of his life with a sense of well-being and an appreciation of himself and his fellow man.

Based on this policy programs have been initiated, and the system reorganized to assure greater accountability within a framework spelled out to the staff as follows:

> Our schools shall be measured by how well students learn. This criterion must determine the selection, assignment, and evaluation of staff, including administrative and supervisory personnel.
>
> The single most serious educational problem currently in the Gary schools is widespread and consistent underachievement, particularly in the basic learning skills. Our program, therefore, must be based on two related and complementary priorities: (1) Teaching the fundamentals, with particular emphasis on reading and language development and (2) Fostering in students positive attitudes and motivation for learning.
>
> New instructional approaches are important, but the key to the success of any enterprise is the people who carry it out. This requires that a concentrated in-service component be built into all new programs, and that staff development at all levels have top priority. Programs and people must go together, not only the people who work for the School City, but also the parents and citizens of the greater Gary community.
>
> This then indicates that our instructional program should include three components and be organized and evaluated accordingly.
>
> 1. Curriculum Development. What a student learns obviously depends heavily on what is taught and on the interest and attitude of the learner. Curriculum development, therefore, involves establishing instructional objectives, selecting and organizing material to meet objectives, and creating a classroom climate conducive to learning.
>
> 2. Staff Development. How well a student learns is also intimately related to how well he is taught. For this reason, it is crucial that we select the best staff possible, involve them in continuous evaluation of their performance, and work with them closely to develop and maintain skills and promote classroom creativity.
>
> 3. Community Relations. Finally, student learning depends on home and community attitudes and support. Hence, we must develop close working relationships with parents and community groups. This includes informing our constituents as well as involving them in school affairs.

ASSESSMENT OF EFFORTS

The evidence of our efforts to achieve our objectives is encouraging. Using local resources, and with the help of Federal funds (particularly ESEA titles I, III and VII, Headstart, Career Opportunities program, and Model Cities) we have begun to reverse the "cumulative learning deficit referred to above. Over the past 3 years, the overall achievement of our elementary school children has improved noticeably. I would mention here, parenthetically, that for the first time, this year which is the first year we have had an evaluation program of our performance, the second grade children in Gary are performing at national norms. That is a modest enough accomplishment except in the context of the fact that this has never happened before in the history of the city or at least as long as we have had the results of the assessment of the programs.

Senator MONDALE. How long have you had assessment of the programs?

Dr. MCANDREW. The data I have available to me goes back about 15 years, and before that I could not say.

The specific reasons for this are hard to isolate, though a combination of the following factors has contributed significantly:

(1) Preschool and early primary grade curricula with clear structure and objectives (approximately one-third of Gary's 4-year-olds

are enrolled in a pre-school program. And I would mention, Senator, in light of your question about bilingual education, that we are now entering the second year of the bilingual program. The first year we were funded at the level of $100,000.

Senator MONDALE. This is title VII?

Dr. MCANDREW. Right. $100,000 of title VII to which we added $50,000. For the second year we will receive, beginning in September, approximately $120,000, to which we will add about $50,000. That enrolls about 300 bilingual children, 95 percent of whom are Spanish surnamed children, and I would say that the premiminary data on the progress of those children, which we just received last week, is extremely encouraging and is probably the most significant data in terms of the progress of children that we have had with any single program.

While it is still a little too early to say, it looks very good to us at this point, and almost all of that is concentrated, of course, in the preschool area with 3- and 4-year-old children.

(2) Second factor is intensive staff inservice work.

(3) Intensive use of paraprofessional personnel based on the premise that the adult/pupil ratio is more important than the traditional teacher/pupil ratio. We have in Gary approximately 400 teacher aides of whom about 300 are under Title I.

(4) And finally, related to the use of paraprofessionals, great emphasis on parental and community involvement. All of the paraprofessionals we have working for us now are parents in the community of which they work.

The challenge before us now is to build on this foundation program. This means examining alternatives to present practices in the upper grades. A promising move in this direction is underway currently, made possible by a planning grant from USOE's experimental schools program, which was granted to us about 4 weeks ago.

Senator MONDALE. How much did you get in that grant?

Dr. MCANDREW. $30,000 for a planning grant. As I understand it, those grants were made to nine cities for planning purposes with the proposals due November 1.

PERFORMANCE CONTRACT

As part of this same effort, Gary is entering the school year of a unique performance contract involving one of the district's 33 elementary schools. The board of school trustees has contracted with a private firm, Behavioral Research Laboratories of California, for the operation of an existing elementary school (Banneker) enrolling 800 + students. The majority of children attending that school have been achieving at substantially below grade level. The arrangement calls for an annual payment (currently $800 per child) to the contractor equal to the average cost of educating a student in the Gary schools. Under the terms of a moneyback guarantee the contractor promises that at the end of the 4-year contract every child in Banneker will be performing at or above national norms in both reading and mathematics. For each child who is not, BRL is to refund the entire amount paid under the contract. Preliminary results of this program are encouraging.

Actually, last week, we received the first results of the first year of the program, the final testing, and from a cursory examination it looks very good although we will not really know until we get the full report from the independent evaluator in 30 days.

Senator Mondale. What does it show, are most of them at grade level?

Dr. McAndrew. It is hard to say based on the data that they phoned in to us, but there is no question, in looking at just the figures, that the children have performed better this last year than their counterparts had years before. Now, I am sure in the first year of the contract that we are not going to get every child at Banneker up to grade level. This is part of the 3-year package. But I am confident, if those figures hold up, that we have done much better there than we have ever done in the 12-year history of that school since it was opened.

Senator Mondale. Is it an all-black school?

Dr. McAndrew. It is an all-black school. I would say that when we opened the school last September we had room for about 150 because we had that many empty seats in the school, and we announced citywide on a first-come/first-serve basis any parent could enter his or her child. We had no applications from any white children in the city. The quota was filled in 3 days but they were all black children.

EFFECT OF RACIAL INTEGRATION

The majority of Gary's 48,000 student population is black (62 percent). Due to housing patterns and a generally neighborhood school system the schools are, for the most part, de facto racially segregated. There has been token integration as a result of some busing and a modest magnet school program. I see no conclusive evidence, in Gary or elsewhere, that racial integration either facilitates or inhibits student academic learning.

Senator Mondale. You would dismiss the findings of the Coleman report?

Dr. McAndrew. My reading of the Coleman report is that the evidence is not conclusive on that score. Now, my own——

SOCIOECONOMIC FACTORS

Senator Mondale. Did you read it differently than Dr. Coleman? Dr. Coleman said children from disadvantaged backgrounds will tend to do better in the majority advantaged schools than they will in isolation. He did not put it on a racial or ethnic background; he put it on a socioeconomic basis. Is it your opinion that there is no basis for that?

Dr. McAndrew. I did not hear you. If you take into account the socioeconomic background?

Senator Mondale. Yes.

Dr. McAndrew. No. I think if you take into account the socioeconomic background, the figures could be different. I am speaking about racial integration per se in the districts in which I have worked in Gary.

Senator Mondale. I see what you mean. In other words, body-mixing?

Dr. McAndrew. That is right.

Senator Mondale. Yes, I think most people would agree with that. Just the idea—which, as a matter of fact is insulting—the idea that a black can only learn if there is a white child around.

Dr. McAndrew. That is right.

Senator Mondale. I do not think Coleman is saying that. I think what he is saying is that children who have been cheated in the sense of growing up with not enough nutrition, inadequate health services, poor housing, and denied stimulation and probably preoccupied mothers—and then start school with this deficiency, these children do better if they can go to a school with kids from more advantaged socioeconomic backgrounds.

Dr. McAndrew. Yes. Again, I am not referring to Coleman in this part of the statement. I am not completely convinced of the data as presented by Coleman as to what factors entered into that.

Senator Mondale. As I understood Dr. Foster's testimony, you have introduced some children from the flatlands who went up to the hills, and although it is a very small program, it is your feeling that they are doing quite well?

Dr. Foster. But the variable that seems to make a difference—and I think as I read Coleman, what he is saying is the variable that makes a difference is the socioeconomic factor. If you put upper class blacks with lower class blacks for academic achievement, you get a similar lift. A lot of what people thought was a function of caste—that is, race—turns out to be a class function. A lot of us have known that for a long time.

Senator Mondale. That is right.

Dr. Foster. It is good that it is coming to the fore, but the study called Racial Isolation in the United States Schools or something like that—I may have the title a little mixed—but it was done right here in Washington.

Senator Mondale. Yes.

Dr. Foster. It tends to hang more credence on the mix and it talks about getting a mix of 85 or 15 whatever percent it was, that if you get the proper mix of black/white, you get the lift.

I would argue that even there the mix is really—the variable that is doing it is really the socioeconomic variable.

Senator Mondale. I think Coleman very strongly agrees with your point, that it is the socioeconomic mix that counts. That is really what you were saying in your quality integration. You used the term "quality integrated education." In our definition we clearly spelled out the mixed socioeconomic backgrounds.

It is a tragedy—I think you will agree with us, Dr. Foster—that the ravages of discrimintion over the past 200 years have made the tragic poverty and being black synonymous. It is not always true and there is some progress being made, but the high percentage of blacks who have not been permitted to enter the stream of economic prosperity continues to be a national tragedy.

ACHIEVEMENT AND POVERTY

Dr. **Foster**. The evidence of the devastating effect of the socioeconomic deprivation in the environment is that Oakland is the first community I have served where blacks were not at the bottom of the totem pole, that Chicanos are in the bottom position because they were later arrivals and poorer. It just underscores how poverty and socioeconomic status has an effect.

I have with me—not here but at the hotel—the ranking of schools according to the number of AFDC cases. If you put ranking in terms of achievement beside that you have the exact opposite. It starts with the schools that have the highest AFDC and down to the smallest. If you just put the other achievement scores you see the list turn upside down.

Somehow, our job is to break through that so we do not have that lockstep dependency on socioeconomic status.

Senator **Mondale**. If you have those figures with you we would like to put them in the record. Our staff will see you afterwards.

Dr. **McAndrew**. I guess what I am saying here is really the fact that I am talking about here is not about class but about color in this statement. The exception to this occurs when the academic climate of a school is eroded by a heavy influx of students from poor backgrounds. In cities that generally means minority group students. Beyond a certain "tilting point" academic quality and racial stability are difficult to maintain. This is a problem in urban areas where the percentage of minority groups is on the increase. Needless to say, this would not be a problem if the socioeconomic and racial composition of cities anywhere near approximated the national distribution.

Deliberate attempts by public schools to segregate must be opposed. Beyond that I favor working to obtain for all individuals the freedom of choice, if I can use that expression, and movement which to now has been the more or less exclusive privilege of middle and upper class, white Americans.

The great stone in the path of continued progress in Gary is financial. Along with many other school systems we are on the verge of bankruptcy. The costs of operating, which have increased 10 percent annually for the past several years, have far exceeded income. The cost of operating is currently $800 per child per year. As an example, Senator, our operating budget for 1971—we are on a calendar year—is approximately $34 million. Our income for this year is $32 million. We have been operating on a deficit budget, although technically that is illegal, for the last 3 years. This simply to maintain what we have. Providing "equal educational opportunity" in light of that reality is impossible. Certainly in urban areas, the local property tax base is inadequate to meet the needs of public education. In some states, Indiana being one, the State has the fiscal capability to assume a greater percentage of the costs. At the same time greater financial commitment by the Federal Government is necessary, preferably along the lines of "designated block grants" called for by the Presidential task force on education in its report to President Nixon in January 1969.

We ignore this problem at our peril. The "social dynamite" in our cities referred to by James Conant several years ago is still there. The only difference is that the fuse is now shorter.

Thank you.

Senator **MONDALE**. Thank you, Dr. McAndrew.

Our final witness is Dr. Marilyn Gittell, professor of political science, Queens College, New York.

STATEMENT OF DR. MARILYN GITTELL, PROFESSOR OF POLITICAL SCIENCE, QUEENS COLLEGE, N.Y.

Dr. **GITTELL**. I appreciate the opportunity to appear before the committee. I will try to shorten my statement since it is already in the record.

Senator **MONDALE**. We will place it in the record* as though read.

Dr. **GITTELL**. From 1967 to date the urban school reform movement has been concentrated on greater community control of the schools. Let me just add here parenthetically, that was an outgrowth of the failure of integration in most of the urban North. The community control movement was the same movement as the integration movement; that is, the very same people in most of the large cities who fought for school integration for some 10 years in their frustration turned to the concept of community control.

The extent of local power sought for neighborhood school boards varies according to the plan and approach. In fact, however, the rhetoric far exceeds the action and we have few models of community control.

Senator **MONDALE**. Could you list for us some examples of real community control?

TRUE COMMUNITY CONTROL

Dr. **GITTELL**. Well, I was going to go into that. I had a development which I am prepared to abandon, but in my own opinion, the only example that we have historically of community control were the three demonstration districts in New York City which were abolished by the 1969 decentralization act. I say that because my definition of community control is the delegation of power to local community boards which would include control over personnel to a very great degree, control of the school budget, and control over pupil policy and curriculum; and by my standards, some of the plans which have been advertised around the country really have nothing to do with community control.

Senator **MONDALE**. Why can you not look at small school districts, rural school districts, as examples of real community control? They are still small enough.

Dr. **GITTELL**. Well, there is no question that some of the rural and, in some cases but very few, suburban school districts do have community control in the sense they elect a local school board and that local school board raises the tax money, determines the priorities in terms of the expenditure of the budget, determines general school policy. However, I would say that the overriding factor has been the development of school professionals and the accumulation of power to the professionals so that they have in a sense closed off public participation and accountability; so the mere act of electing a local school board does not necessarily mean that you have public participation or public accountability.

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*See prepared statement, p. 5536.

In too many cases—and this is particularly true of the suburban areas—the superintendent gets a 6-year contract and the board walks away from the review of the school situation. I think this is a historical development. I think several factors have fed into it.

INSULATION OF SCHOOL ADMINISTRATION

First of all, the insulation of schools in American society traditionally. The prestige of education in our democratic development has been useful for the professionals to say any kind of public review is really political interference. So for at least 30 years now we have had this kind of attitude that the schools should be insulated from any kind of political responsibility and turned around as a kind of negative when various superintendents around the country suggest that any political leader who wants to know what is happening in the schools is interfering politically with what is going on. It has happened to many mayors of large cities.

I think we have not seen clearly enough that what has happened is that we have turned the schools over to the professionals and they have failed to do the job and that the recent activity around the country and concern about participation really relates to that issue. that those who have had the job up until now have really failed, and we had better get the injection of new sources of energy and some responsiveness to very immediate needs if we hope to change the school system.

I think what you see happening in the community control movement is part of the same pattern. At least seven or eight large cities just this last year have proclaimed decentralization, just as boards of education 10 years ago announced policies of integration. When you turn around and look at those plans and see what they entail for the most part what they are is administrative decentralization where the district superintendent is appointed for a regional area in the city, but the community has no role in what is going on. There is on balance in the professional interest with public interest or parent interest or consumer interest. All you are really experiencing is an administrative technique, in my opinion, for quailing the demand on the part of the public for a participatory role. So that in every one of these large cities—I was going to give you several exceptions—those plans are really not along the lines of community participation or community control or even decentralization beyond administrative tactic.

In New York City and Detroit we did get what were considered to be the broadest decentralization plans citywide under State legislation. In both cases, the school professionals battered down the plans enough so that there were really almost no concessions or minimal concessions to the role of communities in the schools. They assured that nothing would happen by the size of the districts, by the way in which the elections were conducted, and I have some of the statistics that we have run down on the New York City and the Detroit elections.

MAKEUP OF SCHOOL BOARDS

In a recent study we did, the board members elected in New York, the typical board member, was a white male Catholic, professionally trained with two children, living in his district for about 9 years with his children in parochial schools. This was a plan that was intended to increase the representation of black and Puerto Rican parents on local school boards. Our study showed that 63.8 percent of these board members are middle class professionals. Over 50 percent are Catholic and 36 percent Jewish. And, most importantly, 53.2 percent of these board members have children in parochial and not public schools. This in a school system that is 57.2 percent black and Puerto Rican, many of whom are children of a client poor.

The systematic exclusion of minority groups from these boards was ruthless. Of 279 members elected, only 47 were black at 16.8 percent and 30 are Puerto Rican or 10.8 percent. Of 12 districts with 85 percent of their pupils black or Puerto Rican, only six boards with a majority of black and Puerto Rican pupils. And it is on these six boards that 44 of 87 citywide minority members sit. So, in effect, the representation on these local boards in New York City far less represents the minority groups than had the previous citywide board.

The same results occurred in Detroit. Although Detroit created only eight regional boards instead of New York's 31, only 30 percent are black in a city whose school population is 63 percent black. 61.3 percent of the local board members are middle class professionals.

Now, perhaps I could go back to what I suggested earlier when you asked me about decentralization and community control. At the end of my statement I have prepared a table in which I compared the Detroit election, the New York City election, and demonstration districts, those three districts in New York, in terms of the membership. If you look at that table you will see that the nonwhite membership of the boards in the demonstration districts was 61 percent as compared to 30 percent in Detroit and 17 percent in New York under the citywide decentralization plan. If you look at table I you will see the distribution in terms of the members of the boards, that in the demonstration districts only 16 percent were professionals. By the way, I stress this because all of our studies of school boards show that middle class white professionals, usually in business, monopolize local school boards regardless of the character of the population of the district. The whole purpose of the local school board is to make it responsive to the needs of the students in that community. There should be some indication of representativeness in terms of the population. Certainly in terms of decentralization that is the intention.

STUDY OF NEW YORK COMMUNITY CONTROL DEMONSTRATIONS

What I am suggesting to you is that as a matter of fact the two plans that we have citywide were distorted enough so that did not happen, but we do have a model where we were able to accomplish the kind of representation that was more suggestive and reflective of the community itself, and that was in those three districts in New York City which caused such a furor.

By the way, in terms of accomplishment, we are just completing a study of those three demonstration boards in New York City which will be published shortly. Now that the flack has died down and the newspaper coverage is minimal, we hope people will take it seriously. But we have concluded in that study that those districts really accomplished a great deal in terms of community control. Of course, they were very shortlived in a time of political upheaval, but let me read to you some of the results that we have come up with.

For one thing, the three districts enlisted new participants, board members who were black or Puerto Rican, many poor, who were dedicated to school reform. The typical school board member was a poor black, female with some poverty program experience with children in the public school. More than 25 percent of the normally apathetic community people voted in these elections compared to the average 10 percent voting in the decentralization election of 1970.

Senator **Mondale**. What percentage in the citywide decentralization?

Dr. **Gittell**. 25 percent voted in these elections compared to 10 percent in our citywide decentralization, which indicates that there is some difference in response according to how people perceive what it is they are engaged in.

Most of these board members with children in the schools had felt that public schools had failed and that something had to be done to improve the schools. They were reform minded rather than the middle class professionals on the boards in suburban areas more interested in preserving the status quo and thus involved with housekeeping matters.

These members affected personnel policy. They brought in more minority supervisors, the first black, Puerto Rican and Chinese principals—the first Chinese principal in the country by the way—the first black community superintendents. They enlisted more energetic and dedicated teachers in the slums and they created a highly motivated educational climate. Their schools were no longer fortress schools, but open to all in the community.

Our studies show in Ocean Hill-Brownsville, for example, that the alienation between parents and urban schools was being reduced. Thirty-six percent of those sampled belonged to a parent association and an overwhelming 86 percent of the parents visited a school. We did a survey, by the way, with the National Opinion Research Center on 200 parents in Ocean Hill-Brownsville, and over 80 percent of the parents visited the school. Comparable studies of black and other communities in New York City shows the figures somewhere around 5 to 10 percent. This was 86 percent.

Four-fifths of the parents believed that they had more influence in the running of the schools and three-fifths felt their schools were better or the same. Although they felt they had some influence they wanted more.

There were more experimental programs adopted by these boards composed of the urban poor than the most affluent educational districts in the country. Ocean Hill had many programs, including a British Open Integrated Day, the teaching of reading first in Spanish, then in English, a Montessori school, a Bereiter-Englemann school and on and on. The sheer variety of programs attested to the educational principle that each child is different and learns at different paces and in different methods.

ACADEMIC SUCCESS

In IS 201 our study shows the pupils did better academically than the rest of the city in percentage terms; they improved at a time when the rest of the city pupils declined because of the long strike. In one school where a new experimental method was employed, the Caleb Gattegno method, the results were dramatic. The 1970 test score results produced at least a 1 year advance in reading scores.

Senator Mondale. What is that?

Dr. Gittell. The Caleb Gattegno method?

Senator Mondale. Yes.

Dr. Gittell. It is a coloring norm method. I am not well-versed in it. By the way, I should state here that Caleb Gattegno had tried to get that method instituted in the New York City schools so he could experiment with it and was unable to do it until the 201 district was established and he went to them and requested that he be able to do it there. We questioned the principal of the school who allowed him to come in, and asked him if under the citywide system that could have been done, and she said she would have never done it; but under the community-control system she felt this was a possibility because there was this feeling of looking for solutions.

Our study links that academic success with feelings of efficacy and self-control that these Harlem pupils experienced in a true locally controlled urban school district. By the way, we ran a self-identity efficacy test of the students in Intermediate School 201 and the results show that they felt more efficacious, more strongly about their own ability to deal with problems, than comparable groups that the tests were given to in other districts—not in New York City with the same background.

One of the questions I wanted to raise about some of the results that Dr. McAndrew talked about was whether or not the same tests were used. That kind of concerns me a little.

Senator Mondale. Why don't you respond to that now?

Dr. Gittell. In the results you talked about——

Dr. McAndrew. These are the same tests.

Dr. Gittell. As the tests given previously?

Dr. McAndrew. Right.

Dr. Gittell. It was too early to definitely appraise the long-range educational effects of the program—I am talking now about the community controlled districts—most important, these besieged districts were under constant attack from professional school interests. Nevertheless, we have sufficient indication to grasp the educational promise of a truly decentralized school system. I want to just add here that I think what has happened—the frustration of trying to get decentralization that is meaningful in several large cities—a plan was defeated in Boston by the school professionals. In Los Angeles the legislation proposed in the California Legislature to study the decentralization plan for Watts was defeated. In Philadelphia a decentralization commission which included all the various interests in the city came out with no proposal because the supervisory representative school professionals and the union objected to every delegation to the local school board.

So there has been a whole series of frustrating experiences with decentralization and community control which I think one can easily compare to the integration movement in terms of proposals which are made and beaten down; in this case, primarily by the professionals themselves who see this as a threat to their power.

PRIVATE SCHOOL ALTERNATIVES

As a result, what has been developing is what could be considered a private school alternative in ghetto communities, lower-class communities, where community schools have been established by groups of parents who just feel they cannot fight the system or have been frustrated by a series of battles. The two pertinent examples are in Boston and Milwaukee where school federations have been set up by community groups. In Boston there are three and in Milwaukee there are nine.

Really, in some ways, this is an admission of inability to fight the system and I think that is most disheartening. On the other hand, in both these cities there is clear indication that these schools are moving in directions which are terribly innovative. Right now they are trying to survive on foundation funding. The Milwaukee federation has a bill in the legislature to try to get funds for the support of an alternate public school system using the Milwaukee federation as a base. I think that might have some potential.

I am rather disillusioned about the possibility of achieving community control by reform of the public school systems in the large cities and I base that disillusionment on the experience of the last 5 years and the kinds of plans we have gotten in Detroit and New York.

I think I will just end it here. Perhaps you have some questions that would be more appropriate.

PREPARED STATEMENT OF DR. MARILYN GITTELL

In the last two decades the effort to achieve quality integrated education in American cities has provoked a succession of highly publicized plans which seldom go beyond their initial pronouncements. Throughout the country school boards and superintendents announce programs which months (or even weeks) later are quickly abandoned because of special interest opposition and/or bureaucratic inaction. As report after report continue to describe the increasing failure of our educational institutions, particularly to meet the needs of the poor and minority populations, the problems grow more severe and the solutions prove more inappropriate. There are small segments of every city population striving to develop the thrust for a movement for educational reform but they have faced a series of frustrating failures over the years, first in the battles they waged for integration and more recently in their efforts to redistribute power in the school system through decentralization. Many have lost faith in the possibility of achieving any meaningful institutional change. Their successive defeats having a deadening impact. There are always those few who remain optomistic, who see a new superintendent, or an outspoken board member or an innovative experiment as a sign of hope. Too often, they too must admit defeat.

The 1954 Supreme Court decision provided a major impetus to public review of educational policy. For at least 3 decades prior to the decision the professionalization of school politics had effectively insulated school decision-making from public accountability. Schoolmen had successfully convinced their clientele and political leaders of their special expertise and the need for independence of the education function. Their budgets, determination of curriculum, personnel policy et. al. were considered matters of internal policy, not to be encumbered by what they described as "political interference". Historically the education function in American government had privileged status, so the argument was well received. Education had served the system well and shared in its rewards.

In more recent years the school professionals have greatly enhanced their special status, guaranteeing their increasing power over educational policy. It is not surprising therefore that the poor and the oppressed in American society should also view education and the schools as their target and as a means to upward mobility in American society. If change is to occur, the schools are necessary instrument. In earlier generations access to jobs without formal education was more possible so that the questionable role of the schools in reaching the immigrant and poor population was not significantly at issue. The expansion of the credentialing process, and the severe reduction in the unskilled job force brougt the question of the role of public education to the forefront. The increased public demand and the loosening of constraints on review of educational institutions has exposed some of the deep inequities of our educational systems.

On the spearhead of integration the battle for educational reform was forged. The recognition that the politics of education was a reflection of the institutional politics of the society as a whole was immediately impressed upon those who were advocating some adjustment in the system. First subtly, and then more overtly and directly the schoolmen and their middle-class counterparts clamped down on preserving a system which served their needs. Even those who saw gradual changes or adjustments in the schools as reasonable approaches to fulfilling the court directives were faced with strong resistence. City school boards would adopt general policies of integration looking to their administrative staffs for implementation. Nothing was forthcoming. Often the school professionals themselves became the vehicle for inaction. Racism was a good part of the theory, however, the issue proved even more complex, it was also a matter of power . . . the power of the professional to control his own setting. Teachers and supervisors had organized in the large cities and were reaping the benefits of a strong political force in the community. Union contracts set the framework of general school policy and personnel requirements and established a high percentage of mandatory costs in education budgets. Class size, student-teacher ratios, special personnel requirements and increased expenditures were viewed as synonymous with better education. Although the Coleman Report went a long way in undermining these, by now, accepted standards of educational quality, it did not demolish them sufficiently to prevent continued argument for their support. Organized professional groups continue to use these criteria for measuring an education system. Public review has, however, begun to look more closely at the educational output—the achievement of students. The professional's argument that the socio-economic background of the student will determine his success or failure in school was an attempt to avoid responsibility. As integrationists looked at the results they were forced to question the schools role in the process. Could one accept that lower class children were not educable, as the professionals seemed to suggest—or was it the responsibility of schools to educate children regardless of background? Should they not adjust their institutions, their policies and programs to the educational needs of the consumers or were they to remain middle class institutions serving only a middle class clientele? In most of the large cities the vast changes in the character of the school population demanded response. The first thrust was for integration—for ethical reasons, but as the court declared to achieve quality education. The reasoning suggested that in integrated schools overt discrimination against black, Puerto Ricans, Chicanos and other lower class groups could not be maintained. Lower expenditures in ghetto schools, assignment of new and inexperienced and often proven incompetent teachers to those schools would not be possible. More than ten years of proposals, including paired schools, open-enrollment, busing, intermediate schools, etc. fell by the wayside. All of the large cities showed increased residential segregation each year and increased school segregation as well. With few minor exceptions, in most large and middle-sized cities integration was a total failure. Resistance in the middle class white communities increased as successive proposals were announced, although they were never implemented.

Recognition of a constantly declining education quality and lack of success in achieving integration led to the emergence of the decentralization-community control concept as a new thrust for school reform. It was predicated on the realization that the political environment of school decision-making was the determinant of quality education. So long as the schools in the ghetto were controlled by those removed from the needs of the children (and often by those who viewed these children as uneducable) quality education would not or could not be achieved. It was a concept born in IS 201, in New York City, among a group of parent activists who had struggled *long and hard for an* integrated school. In the summer of 1966 having failed to achieve their goal they asked the N.Y.C. Board of Education to give them a direct voice in the operation of the school. They used the terminology community control for the first time. Many of these community activists and parents in Harlem were trained in CAP agency programs and they had advanced the concept of community participation to community control, recognizing the limitations of non-policy making participatory roles for community people. More middle class and professional reformers joined the issue espousing the need for decentralization of city school systems to make them more responsive to community interests. They were not abandoning integration, they merely established a prior claim for quality education and accepted the reality of a declining opportunity for integration as a means to the same end. What they did not fully perceive was that both efforts, integration and decentralization/community control attacked the same institutional core—a status oriented school system devised to protect middle class interests. Both reforms tampered with the distribution of power which concentrated control in the hands of school professionals who were threatened by any change in the structure. It was not an accident that the alignment of forces on both issues was the same. Those who opposed integration opposed decentralization, those who long supported integration were in the forefront of the movement for local neighborhood control of the schools.

From 1967 to date the urban school reform movement has been concentrated on greater community control of the schools. The extent of local power sought for neighborhood school boards varies according to the plan and approach. In fact, however, the rhetoric far exceeds the action and we have few models of community control. It is easy to espouse support for the concept of decentralization, as many do, while at the same time denying the concept of local control. In fact at least six large cities have in the last year adopted what they described as decentralization plans—they are arrangements for administrative decentralization but make no provision for increased local community roles. They do not seek to include any new public voice in the policy process to balance professional control of the system. They are best characterized as attempts to forestall real local control. In Los Angeles the school board and the professionals defeated state legislation for a study of effective decentralization of the Watts district, in the other cities mounting community interest and pressure was responded to with these plans which largely call for dividing the city into districts and assigning district superintendents to field positions. In some cities, in fact, even these field superintendents are maintained at headquarters and have little contact with the local community. In Philadelphia, Boston and Los Angeles the professional school organizations were instrumental in defeating efforts to move toward delegation of policy-making powers to the local communities.

Reform of school systems from the top, through its administrative structure, has been suggested by some reformers as a desirable alternative. This usually involves bringing in a superintendent committed to rehauling the system. Philadelphia was a good example of an all out central reform effort, it had the full support of Ford Foundation in extensive new funding. Two recent books on the Philadelphia system written by people involved in that struggle have labeled it a failure. In a decentralization study which was prepared in 1970 by a commission on which the various interests were represented, agreement could not be reached to delegate any power to local boards. The union and supervisory representatives dissented from even minimal proposals for decentralization of decision-making. Management and financial studies and plans adopted based on these studies which were to modernize school reporting and increase public accountability have also fallen far short of their goals. Experimental programs widely publicized have since been abandoned. These were programs imposed from the central office. Washington, D.C. is another city in which central reform and circulation of top leadership have been touted as the means for change. Some effort was made under a special projects division to establish some policy power in local boards in selected areas of the city. There seems to be little evidence that these minimal projects have changed the educational output in the schools.

If the evidence of the vital role of teacher and student attitudes as the major input to educational output is seriously regarded then minimal programs and/or central system adjustments can never work. Long range programs and more selective staff recruitment are essential. Changing attitudes can only come from a major shift in the political and social environment of the schools—genuine community control might achieve such results if it were given a chance.

In the last year, two large cities adopted city wide decentralization plans under state legislation. In both cases professionals successfully watered down the plans to minimize local board powers. In Detroit and N.Y.C. the decentralization called for election of local school boards which had the power to choose their own superintendents under traditionally prescribed standards for qualification. In both cities, the size of the districts, boundaries and election procedures assured continued control by the same forces in the system. The results of local board elections in both cities are reflective of this. (See Tables) Minority representation on local boards in both cities has been minimal—less than on most city wide boards. The very essential purpose of local election of local boards—increased representation of the local population was successfully thwarted. There are some who are now using these results to argue against the effectiveness of decentralization, ignoring that the content of the plans produced these results. Mere election of local boards is not a guarantee of a redistribution of power. Such local elections with the proper districting can easily maintain the existing power structure as it did in N.Y.C. and Detroit. It is not surprising that the teachers union in both cities argued strongly for large districts and complex election procedures. The union has been a consistent opponent of any transfer of power to the local communities in at least five of the large cities.

New York City is the prime example of how decentralization was implemented to prevent true local control. The New York plan passed by the state legislature two years ago was perhaps the worst design that could emerge from the political crucible of New York politics. It avoided transfer of substantial power to the local communities, and instead strengthened the central machinery of the city wide school system.

The New York law gave the semblance of decentralizing educational decision-making, but instead preserved, essentially, the status quo. Without substantial authority over personnel, budget and program, one cannot effect educational changes in a local district.

But if the law was a setback to those groups seeking a voice in making school policy, the elections themselves proved a real disaster. Instead, of providing an avenue for new participants, an alienated black and white poor, the New York school elections witnessed the emergence of a far more serious threat: parochial school interests. The candidates sponsored by the Roman Catholic Church had little interest in the public schools, and a great deal invested in the outcome of aid to their own school system. Sometimes that involved more anti-social issues such as school integration. One parish in Queens, for example, Our Lady of the Blessed Sacrament stated in its fliers that:

"The Community School Board elections are extremely important to all members of the community—whether your children attend public or parochial school—or whether you have any children at all . . . (because) . . . This Community School Board will 1. Administer all State and Federal aid to parochial school children . . . (and) . . . 2. Have authority to introduce or not introduce as it sees fit, the busing of public school children from one neighborhood to another for integration purposes . . . .

What were the results of this election? The Intsitute for Community Studies conducted a one year study of the elections and the elections procedures. It found that the proportional representation system favored the most organized groups—The Church and teacher union slates—and had a "built in tendency to pit well-organized groups against those that are less organized". In short, the election procedures were directly aimed against those alienated groups school decentralization was meant to serve.

The board members elected from these elections was the opposite of that intended. The typical board member was a white male Catholic, professionally trained with two children and living in his district for about nine years with his children in parochial school. A far cry from the reform minded black parent with children in public school that should have been elected in a truly decentralized system.

The study showed that 63.8% of these board members are middle class professionals. Over 50% are Catholic and 36% Jewish. And, most importantly, 53.2% of these board members have children in parochial and not public schools. This in a school system that is 57.2% black and Puerto Rican, many of whom are children of a client poor.

The systematic exclusion of minority groups from these boards was ruthless. Of 279 members elected only 47 are black at 16.8% and 30 are Puerto Rican, or 10.8%. Of 12 districts with 85 percent of their pupils black or Puerto Rican, only six—six—have boards with a majority of black and Puerto Rican pupils. And it is on these 6 boards that 44 of 87 city wide minority members sit. Ten districts elected all-white boards in areas where the black and Puerto Rican school population ranged from 11 to 66 percent.

The Institute study concluded: "To achieve political effectiveness by activating large numbers of people, especially lower-class citizens necessitates a substantial command of time, manpower, publicity, organization, legitimacy, know-how and the ingredient that often determines the availability of the others, money".

And our preliminary studies on the issues that confront these school boards indicate that they are at best but minor housekeeping arrangements. No substantial educational issues concerning the welfare of a school population, one third of whom are more than one year behind in reading have been explored in any noteworthy fashion. One celebrated exception was the removal by a Catholic dominated local board in Queens of the widely praised autobiography of Puerto Rican slum life by Piri Thomas, *Down These Mean Streets*, from school libraries because of "obsence" words in the text. Such are the enlightened actions under these school boards hostile to reform, committed to parochial school interests, and wary of progressive learning.

The New York experience was duplicated also in Detroit, the other major city to institute school decentralization. Although Detroit created only 8 Regional Boards instead of New York's 31 only 30% are black in a city whose school population is 63% black. Moreover, 61.3% of the local board members are middle class professionals.

Has school decentralization then, been a total failure? Not exactly. Although in most instances there has been little real public policy-making we have some idea of what true decentralization can accomplish. The Institute has recently completed a three year study of three experimental districts created in 1967 in New York City which, unfortunately, have since been abolished.

The teacher strikes of 1968 and the surrounding national controversy over one district—Ocean Hill-Brownsville—is by now well known. What is not so well known is that these confused, experimental districts with an ambiguous educational mandate were the closest thing to local urban control and recorded substantial educational success despite the political fights with the teachers union that ensued.

For one thing, the three districts enlisted new participants, board members who were black or Puerto Rican, many poor, who were dedicated to school reform. The typical community school board member was a poor black, female with some poverty program experience with children in the public school. More than 25% of the normally apathetic community people voted in these elections compared to the average 10% voting in the city wide decentralization election of 1970. Most of these board members with children in the schools had felt that public schools had failed and that something had to be done to improve the schools. They were reform minded seeking viable and immediate change in the schools.

These members affected personnel policy. They brought in more minority supervisors, the first black, Puerto Rican and Chinese principals; the first black community superintendents. They enlisted more energetic and dedicated teachers in the slums.

And they created a highly motivated educational climate. Their schools were no longer fortress schools, but open to all in the community. Our studies show in Ocean Hill-Brownsville for example that the alienation between parents and urban schools was being reduced. Thirty-six percent of those sampled belonged to a Parent Association and an overwhelming 86% of the parents visited a school. Four-fifths of the parents believed that they had more influence in the running of the schools and three-fifths felt their schools were better or the same. And although they felt they had some influence they wanted more.

There were more experimental programs adopted by these boards composed of the urban poor than the most affluent educational districts in the country. Ocean Hill had many programs, including a British Open Integrated Day, the teaching of reading first in Spanish, then in English, a Montessori school, a Bereiter-Englemann school and on and on. The sheer variety of programs attested to the educational principal that each child is different and learns at different paces and in different methods.

In IS 201 the study shows the pupils did better academically than the rest of the city in percentage terms; they improved at a time when the rest of the city pupils declined because of the long strike. In one school where a new experimental method was employed, the Caleb Gattegno method, the results were dramatic. The 1970 test score results produced at least a one year advance in reading scores. And the study links that academic success with feelings of efficacy and self-control that these Harlem pupils experienced in a true locally controlled urban school district.

It was too early to definitely appraise the long range educational effects of the program, most important, these besieged districts were under constant attack from professional school interests. Nevertheless, there is sufficient indication to grasp the educational promise of a truly decentralized school system.

Another phase of the movement for community schools has developed outside the public school system. It reflects acceptance of the inability to move the power structure in the urban public school systems. It looks to an alternative model. In Boston and Milwaukee federations of community schools have been developed. In both cities these schools are in ghetto communities servicing their needs, they are run by local parent boards. Although they are faced with constant financial crisis (currently they are supported by limited Foundation funding) they can avoid the hard core problems attached to trying to change an established system. They can develop their own personnel policies under broad state requirements and they have full control over their budgets, determining their own priorities in the allocation of resources. These are relatively new experiments and their impact on educational output cannot yet be judged. All that can be observed is the greater sensitivity and interest in achieving quality education, the willingness to experiment with new educational ideas and an openness with children, parents and residents which suggests a more positive attitude toward schooling.

Individual community schools outside the system have also cropped up around the country and follow a similar pattern to those in Boston and Milwaukee. A National Association of Community Schools was organized two years ago to bring together all those involved in the movement and to attempt to gain support for their position. The key issue is financial support and efforts to establish some continuous public funding of alternate school systems is their target. Unless they are successful these schools will move into oblivion as many exciting experiments have which preceded them.

Clearly all of the efforts at school reform over the last two decades have suffered from the same malaise—they sought fundamental institutional change in a system that has become so resistent to change that it sees every action as a threat to established power. The allignment of forces is so unbalanced that the reformers are hard pressed to move the system even in a minimal way. As dissatisfaction becomes more acute the tendency has been to bow out of the system rather than do battle with it. It is this latter movement that is the most disheartening of all, it suggests the very real possibility that the opposition may soon abandon the cause of reform. Hopefully this provides a better perspective on the battle to be waged in achieving reform.

TABLE I.—COMPARATIVE PROFILE OF LOCAL SCHOOL BOARD MEMBERS (AVERAGES)

Area represented	Occupation						Education			
	Percent of board members in professional, technical, or managerial positions	Percent of board members employed as paraprofessional or by poverty agencies	Percent of members in the clergy	Percent of members who are housewives	Percent of members who are laborers or mechanics	Other	Percent high school or grade school	Percent B.A. or M.A.	Percent professional	Percent public school parents
New York City under decentralization (1970)	63.8	10.3	5.3	16.6	4.0	10.0	33	56	23	46.8
Detroit under decentralization	61.3	----------	3.2	12.9	22.6	----------	50	44.1	5.9	67.6
Demonstration districts, New York City	16	44	9	22	3.3	6	78	6	15	85

TABLE II.—COMPARISON OF ETHNIC BACKGROUNDS OF LOCAL SCHOOL BOARD MEMBERS (AVERAGES)

Area represented	Percent pupil population nonwhite	Percent school board member nonwhite
New York City under decentralization (1970)	34	17
Detroit under decentralization	63	30
Demonstration districts, New York City (lay members)	56	61

Senator MONDALE. I am sure you are quite familiar with the enormity of the failure of our schools systems in our urban areas which both Dr. Foster and Dr. McAndrew recounted. I think in Oakland Dr. Foster said that a third of the young people in the 12th grade are reading at the eighth grade level or below. We have seen this same phenomenon all over the country, and I am sure it is true in New York. I thought the proposals or recommendations of both Dr. Foster and Dr. McAndrew were similar—the need for money. The core cities are in terrible shape financially. Both talked about community involvement and the need for that, and about different programs such as the bilingual program, preschool, different kinds of innovative experimental efforts. I think you could get the two of them to agree on what they thought the main elements would be.

Neither seemed to talk very much about integration, even though they are both for it, I gather. But I sense this when we talk to urban superintendents in large cities. Really, integration is kind of a fleeting notion compared to the reality of your day-to-day thinking.

But I gather that what you are saying is that there is a more fundamental approach which is real community control, and you have found the good faith efforts, the experimental efforts in New York, to have been very encouraging. Is that correct?

Dr. GITTELL. The demonstrations, yes.

Senator MONDALE. You found those encouraging?

NEED TO CHANGE POLITICAL ENVIRONMENT

Dr. GITTELL. Well, considering the limitations of time and political controversy—even with that—we feel there is some indication that this is the direction to move in. Let me say here, the kinds of statements that Dr. McAndrew and Dr. Foster have made I have been hearing for about 10 to 15 years around this country from every new superintendent who comes into office. Sometimes the names of the programs change, but some of them are still the same, interestingly enough. I am caught between the two of them here, but it is my view—and maybe it is because I am a political scientist and not an educator—that what is fundamentally wrong with these school systems has to do with the whole political and social environment, that this is a kind of institutional development that has taken place that has got to be dealt with; that when Dr. Foster talks about retraining teachers or recruiting types of administrators who will have the kind of attitude he wants them to have, my point is you cannot do that unless you change the political environment of the system. Unless you change the political environment you are not going to recruit those kind of people and you are not going to change the reward structure.

One of the classic examples which is in my statement which I allude to was Philadelphia. Four or five years ago Philadelphia was going to be the school system that was going to establish for all of us the great reform technique, and that was by bringing in a new school board that was reform oriented, a superintendent who was committed to rehauling the system. There have been two books published in the last 2 years by people who were involved in that so-called reform who have said it was a complete and utter failure.

The kinds of programs that have been announced here by both these superintendents were the same programs that were instituted in Philadelphia. Many of those have gone by the wayside. At least half of them have been abandoned since. I think that clearly indicates, at least for me, that a circulation of leadership at the top is not the answer.

I do not think that schools as political subsystems, by the way, are any different than any other institutions in our society, and the same thing is true there. We have had a period of 50 years of the kind of political development that works against public participation, works against being responsive to your clientele, and insulates itself from public responsibility. I think that is what you have to be dealing with and that these kinds of minimal programs are not going to make a fundamental difference in the educational output or the achievement of students in large numbers.

What I see in community control is a change in the political environment. It is a shift of power, a very fundamental shift in power, delegating to the local neighborhood the power to make these decisions. That means parents of school children and in some cases the students themselves.

Senator Mondale. That certainly raised another issue. Dr. Foster not only laid out the Foster plan today but, as I recall, you are experienced in the Philadelphia system as well; I would be interested in your response.

DECENTRALIZATION AND COMMUNITY CONTROL

Dr. Foster. I have heard the rhetoric from the political scientists, who could not last a day in an urban high school, for the last 10 or 15 years, and partly it is good faith criticism.

I do not agree with the definition of decentralization. I do not confuse the term decentralization and community control. I do not use them interchangeably. Decentralization is an administrative device. Community control is a political device that speaks of the different power relationships. I do not speak entirely of community control. What we talk about is sharing power in decisionmaking, a comparative relationship. We try to work with that.

I do not believe for 1 moment that you would achieve anything but chaos if you turned over things and said, "Now you have all the power." I think we would be right back where we are now, seeing the distrust and the dispair of those who are powerless in the institutions. So giving all the power to one group—I think this is a way of turning an immoral kind of organization upsidedown and just having a different group on top.

I think what one needs to work for is a kind of comparative relationship which is based on mutual respect and drawing on experience of the people involved.

I can cite examples, of course, especially my own experience, where individuals who have possessed some of those qualities and abilities and insights that I mentioned can turn a system around. In the books that you spoke of coming out of Philadelphia, one mentioned Gratz High School as a school that was swimming upstream and doing things for the entire system. The city thought so well of what was happening that they got a $15,000 award for doing that for the children.

Senator MONDALE. That was your school?

CHANGING POWER RELATIONSHIPS

Dr. FOSTER. Right. And I did not give the community the school and say "You all run it." Nor did I turn it over to the children and say "You all run it." But I said we could work together and operate the school and make real decisions that affect our lives here. The evidence is there and speaks for itself. I think that the Gratz High School model—and I have a book of my own coming out in October where we chronicle some of these things—I think that model can be proliferated at the district-wide level so that you get a change.

It is not going to be easy to—I allude to that in my prepared statement—to change power relationships. That is always difficult because people feel threatened. But it happened in this school and we did not fire everybody. We facilitated some transfers, but by and large, we worked with the people who were there and we were able to retrain, retool, refocus, and resurrect an enthusiasm that was dead. Out of that experience came three people who are high school principals today and another fellow who is finishing up his doctorate at Penn State, and I am saying, not only on the basis of an ivory tower look at school systems but from a practitioner's point of view, that the lives of children can be affected so that they are better in every aspect of life—socially, morally, intellectually. I believe that sincerely and my acceptance of the Oakland responsibility was that I believe you can take that kind of model where you work through people and change this responsibility and you can see a payoff.

It gets more difficult the larger your system becomes. That is this decentralization thing that speaks of administrative units. The whole time that we put this in place in Oakland we never discussed this as anything other than an administrative device for getting services to people, being more responsive to needs, being able to be held more accountable where there were shortcomings, because we were up closer to people we served.

Senator MONDALE. Dr. McAndrew, would you like to respond?

VOUCHER SYSTEM

Dr. McAndrew. I am not sure whether or not I agree with Dr. Gittell, but I think there was one part of her presentation which I think bears very close examination, the whole question of creating alternatives. That is one of the reasons that we in Gary undertook a feasibility study under OEO's voucher plan because it represented a possibility of some alternatives; not that we were talking about supplanting the public school system with another kind of establishment—be that community control or whatever else you want to call it—but that, in fact, the question was could you create within a community a kind of a pluralistic system within public education which would allow for many different alternatives and many different approaches.

Now, the fact is, we are not pursuing the voucher system, but it has nothing to do with the validity of the idea.

Senator Mondale. How long did you do the voucher study?

Dr. McAndrew. Three month feasibility study under OEO.

Senator Mondale. And you decided not to go ahead?

Dr. McAndrew. Yes.

Senator Mondale. Why?

Dr. McAndrew. I think there were a couple of reasons. One is that the community was really not negative, but it was not much of anything. It did not show any great kind of response to want to do this. I think that was one thing.

Second, and related to that in terms of certain other kinds of local factors, the whole business of manning up to do it became incredibly difficult, the whole church-state issue, and many other questions.

I think there was a third factor which is that I really do not think that the whole explanation of and interpretations of the voucher concept is clear enough in the minds of the Federal authorities and has not therefore been transmitted in clear enough terms to, if you will, practitioners to take it out of the kind of theoretical stage into actual practice.

I think it was a combination of those factors which indicated to me that, at least at this point, we should not pursue it. I think I would conclude by saying that I think perhaps it was a very good idea at the wrong time for us.

Senator Mondale. Dr. Gittell, how about the voucher system? Do you see hope in that as a way of——

Dr. Gittell (interrupting). No, I do not.

Senator Mondale (continuing). having a different kind of community control, the consumer power?

VOUCHERS AND COMMUNITY CONTROL

Dr. Gittell. Well, first, no, for several reasons. One is that the way the experiment is outlined it is to get, again, another limited number of cities over a long period of time to wait and see what happens. I think we are too pressed and too much in need to do that.

Second, from the knowledge I have of the agreement required by the group that is handling the voucher, that is the agreement on the part of the various educational interests within the city, precludes the possibility of a real alternative. For example, in Milwaukee where you had this nine-school federation of community schools already on-going, desparately in need of money, presently being supported by the Catholic Church in that city on a transition basis, the Milwaukee Public School Board refused to adopt the voucher because obviously there was a threat of an alternative, which did not have to be primed and was readily available, that could be very competitive to the existing public school establishment. So that in those cities where there was the opportunity to really see whether or not that competition worked, the people who were administering the voucher system set up a procedure which would not allow it to happen. So I do not think that anybody who gets the voucher is going to get any real alternatives.

By the way, this Milwaukee federation does have a bill in the Wisconsin Legislature now for supplying funds to community schools established by parents below a certain income level, where a certain percent of the school population is below a certain income level. This is in contrast to the voucher plan where the money is not paid directly to the parent but would, in fact, be saying that if you go ahead and establish the school then we will supply you with the funds if you meet the criteria of income, which is closer to the system in Denmark, by the way, where if parents create a school of their own 80 percent of the costs are paid by the State and then the parents pay only 20 percent, but the requirement is to get the school started in the first place.

BALANCE BETWEEN PROFESSIONAL AND PUBLIC INTERESTS

If I may, I just want to answer Dr. Foster a little and say that I never suggested—and this is one of the distortions of community control concept on the part of the critics I think—it never implies that you get rid of professionals. It implies, rather, a balancing, just as you suggest yourself, of professional and public interests. Also, it just reestablishes the responsibility of the professional to the public. So that that balancing is translated into some policy power in the local board or various school committees of different kinds.

Also, you are suggesting that you were able—and I do agree with you that Gratz was the experiment in Philadelphia which seemed to be working because there was that balancing of interests—but I do not think you could suggest that there was transfer to the city as a whole and the system as a whole.

Senator MONDALE. Do you want to respond to that?

Dr. FOSTER. I would certainly agree with what you just said. It is a matter of semantics and the definition of the terms that we are talking about. If we are talking about shared power, then we are certainly on the same wave length and I mentioned in my prepared remarks that I did not see innovation that is done in a haphazard way as a solution for problems of urban education and some of that got out in the way of progress in Philadelphia. We did not have the machinery, the mechanism, to tease out from these innovative programs the things that seemed to be working and then have the mechanisms to spread it through the system, so you had a number of isolated things that affected a few children but never got quite through to have a kind of generalized effect.

Senator MONDALE. Dr. Gittell, did I gather correctly, you may believe in integration, the socioeconomic mix—but you do not see this as a very live policy prospect?

Dr. GITTELL. I just look at the statistics.

Senator MONDALE. That is right. We are being practical.

Dr. GITTELL. I happen to be a social scientist.

Senator MONDALE. Then you say there have been some very encouraging community control efforts, the three districts in New York and so on, but is there not also a comparable trend in this country to cut them off at the pass?

Dr. GITTELL. Yes, absolutely.

PER PUPIL EXPENDITURES

Senator MONDALE. So there is a token community control which does not appear to be gaining the same kind of beneficial response, based on your testimony, as the good faith efforts do. I think you told me some time back that you did not need money. You said the New York City amount per pupil had gone—what were those figures you used?

Dr. GITTELL. In New York, in 1969, it was about $1,350 per pupil expenditure; it was a little more in the MES schools, about 200 or 300 more per pupil.

Senator MONDALE. So maybe $1,500 per capita. I never understood why they used the word MES—I thought they could use something better than that. But anyway, how have those per pupil expenditures risen?

Dr. GITTELL. It is largely teacher salaries.

Senator MONDALE. But there has been a dramatic per pupil expenditure rise in New York City in the last 10 years or so.

Dr. GITTELL. I think the last—10 years ago, in 1960, the figure was about half of the expenditure ($638) of that in 1969.

Senator MONDALE. Could you give us those figures for the record?

Dr. GITTELL. Yes.

(The figures referred to follow:)

Per pupil expenditure for New York City school system 1960–71

Year [1]:	*Average expenditure per pupil*
1960–61	$638. 61
1961–62	694. 17
1962–63	853. 50
1963–64	812. 47
1964–65	879. 23
1965–66	940. 28
1966–67	1, 083. 88
1967–68	1, 192. 26
1968–69	1, 353. 80
1969–70	809. 25
1970–71	861. 00

[1] Expenditures for years 1960-69 were based on average daily attendance and included items such as health and welfare benefits, pupil transportation, etc.

Expenditures for years 1969-71 represent direct instructional budgeted per pupil costs. They include annual salaries of personnel as well as school supplies and equipment. Per pupil costs are based on register data.

Source: New York City Board of Education.

Senator MONDALE. So maybe there has been a 60-percent increase in the per pupil expenditures?

Dr. GITTELL. Right.

Senator MONDALE. Somewhere in that neighborhood, which would be greater than inflation?

Dr. GITTELL. Absolutely. It reflects the power of the union to get increases for teachers' salaries obviously.

Senator MONDALE. Well, is that entirely bad?

Dr. GITTELL. No. It is not entirely bad, but if you are talking about responsibility, then you would assume that that increase in teaching salaries would produce better educational results; but the results are declining rather than increasing. I do not mind increasing teachers' salaries if the results are commensurate with the increases.

Senator MONDALE. So integration may be a good idea; community control may be a good idea, but it is being headed off; money does not help. What do you suggest? A long visit to the bar?

Dr. GITTELL. I suggest I catch my plane.

Senator MONDALE. But this is the problem we have. I think everyone agrees that the prospects for a poor child in the American central school system are not very bright, and if he happens to have a different color and a different language to boot, the odds are far better at Las Vegas than they are in most school systems.

We have testimony, for example, that of 250,000 Puerto Ricans in the New York City school system, only 200 last year received an academic degree. In Boston, out of 7,000 Puerto Ricans in the school system, only seven graduated from high school last year and four of them from private schools; plus the kind of data which Dr. Foster and Dr. McAndrew submits.

This is a horrible, tragic, terribly depressing, un-American situation, where certain children—thousands of them—if we are going to be frank about it—are just not given any equal opportunity in any meaningful sense. I guess all I can do is join in the frustration, but I wish we could develop a strategy that had some hope and some possibilities.

ROLE OF MONEY

Dr. MCANDREW. Senator Mondale, I would like to respond to that whole money problem. I quite agree that we have not been able to relate pupil performance against salaries and the traditional inputs. On the other hand, I think there is both a negative and a positive side of that. If we were to say, well, money does not do any good, I think that is not what we are saying.

Senator MONDALE. You said you wanted the money. I understood that.

Dr. MCANDREW. That is right.

Senator MONDALE. I did not take Dr. Gittell's testimony as a moving appeal for more money though.

Dr. MCANDREW. I think that as educators we have tended to say money is the answer, and obviously it is not the answer; but it is certainly an ingredient in this. That is why I would plead that any kind of increased aid ought to come under what the presidential commission report to President Nixon talked about as designated block grants. The reason they did this is because general aid tends to get caught up in the general inflationary spiral and teacher demands and you lose it.

Title I, with all the flack about it, and certain other kinds of preschool programs, have at least in our situation shown results. But the reason I think they have shown results is that they are designated. They are categorical in a sense so we cannot yield to that temptation of bargaining them away at the negotiation table with a new teachers' contract. They are specified.

If the evidence is correct in our situation, it is having an impact. Now, I do not know about other cities and I do not know about other communities and I am not saying we have found the panacea, but the direction is certainly positive.

Dr. FOSTER. I would agree with what has been said here, but I would add that there ought to be this accountability of performance attached to it and that where you begin to get payoff that we invest more in it to see if we can actually identify what is making a difference. We give out the money and in some places where we begin to see a little progress the funds run out, and I can demonstrate with hard data that something is beginning to happen here. Maybe it is the combination of community control or what I call the community involvement in decisionmaking. Maybe that is an element. Maybe another element is the empowering of students so that they have a part to play in what happens to their daily lives. Part of it may be the kind of curriculum that utilizes the world outside as part of its on-going program. But we do not stay with that long enough to see what really make a difference. When the funds run out you lose personnel, and that is the frustration I am feeling.

A recent study in California indicates there was no relationship between the amount of money spent and the achievement of children, but I think that if you use that argument then we are in trouble, because if money is spent wisely and people have accountability to achieve specific objectives that they develop, then I think you begin to see differences.

Senator MONDALE. Speaking of Title I, there was a story in the Washington Post this morning. Did you read about it? I do not know who did it. Title I is being used to buy television sets, record players. One elementary school had 12 teachers and through Title I they had bought 10 television sets, 10 filmstrips, four calculators, three overhead projectors, and so forth, and there was no evidence that they were needed; it was not even clear that they were being used.

I am not asking you to answer that, and I am a strong supporter of expanding Title I. As a matter of fact, I am a strong supporter for just about anything that would help. I would like to see an overrun at the first grade level like we have had in the C–5 airplane, then maybe we would learn something.

TITLE I PROGRAMS

Dr. MCANDREW. Taking up on Dr. Foster's remark, Senator, I appreciate the difficulty the Federal and even the State authorities of monitoring and evaluating Title I programs and other Federal programs. They do not have the funds to adequately monitor how these funds are being used I am sure. I think that is one consideration.

There is another consideration and that is this whole business of the incentive kind of thing. If, in fact, a district under Title I or other title programs—for instance, under our Title VII, if we could demonstrate by whatever criteria could be established that it was making a difference for kids, if there were incentives built in that those districts that showed they could do the job with the money they were given would be first in line for additional support, maybe that is what needs to be done. Because as it stands now, we submit a Title I State plan that is kind of pro forma. Nobody really takes a look at whether that money is going for television sets or whether it is going into something that is helping children.

Senator MONDALE. I think it fair to say that the equipment salesman were the first to see the potential of Title I, long before the school systems. They were really in there right on time.

My impression has been that there have been examples in urban school systems where remarkable results seem to be achieved in disadvantaged school districts, but I think you usually find a remarkable individual there. We had Ken Haskins at the Morgan School in Washington. That was a community control situation. But also, there is no denying the fact that Ken Haskins is a remarkable person who just generated enthusiasm and a sense of involvement, and the kids felt important and I understand that the objective measurements showed those kids were really responding. But they seem to be heroic examples rather than the standard.

I think both of you are extraordinary, unique educators in the American educational system and the incentives do bother me. I am not just talking about the school system. I mean here in the Senate we deal with all these agencies, the Defense Department—they are underachieving in Vietnam right now—but how do you get some relationship between product and achievement and advancement in the incentives that are there? It does concern me a great deal.

Don Harris said I let you off too easily, Dr. Gittell. I am going to ask you again. What would you do? What is the Gittell plan?

Dr. GITTELL. I think the political circumstances are such that it is quite disillusioning because the balance of power is in favor of the system or the traditional kind of professional who wants to keep the system status quo and is really not terribly concerned about the lack of performance. The imbalance is so great that it seems to me the only answer is some way to encourage a more balanced picture in terms of the distribution of power and to take, if I may say so, the power away from and change the reward structure under that old system.

Now, I was foolish enough to think it could be done by reform within the city with the support of the mayor, at least initially, in New York, and I was wrong. Now, it may be that in the political terms what this requires is some outside political body, in some cases it might be the State legislature—although the professionals have been very influential in most State legislatures as I have suggested. It might be that some of that incentive money that Dr. McAndrew is talking about could be used to balance off the professional interests with community participation.

IMPORTANCE OF STUDENT, TEACHER ATTITUDES

I am convinced from the educational research that I have seen that the only thing that makes any sense is that the attitude of the teacher and the student is what produces results, that it is that environment. Then, I am also convinced that you can only get that kind of environment, those kinds of teachers, and that kind of attitude, in a situation which involves the various clientele, participants and professionals together, in some kind of partnership.

So I am still hopeful that we can break down these large city school systems into much smaller districts functioning closer to the clients they are serving and involving them in what is going on.

While I have great admiration for Ken and I agree with you that it was Ken's personal dynamism at Adams-Morgan, it was also the fact that it involved parents and made kids feel good about themselves, just as people tried to do and did accomplish to some extent in Brownsville and 201.

How to get there in our system with the alignment of political force presently is the problem. We have very little evidence about successful models in that line. What I see is the alternative of that school federations which are competitive with the public school systems perhaps getting State support. There are a group of lawyers around the country now trying to work out a way in which to get per capita State aid for those schools, given certain restrictions in terms of the composition of the school population and income level.

ALTERNATIVE PUBLIC SCHOOL SYSTEM

Senator MONDALE. Which would be essentially a private school.

Dr. GITTELL. It would be a private school, but hopefully they could be called an alternate public school system. The White House Conference on Education, on which I served, came out with a similar proposal for Federal aid to support innovative experiments of this kind, again with the idea that somehow this would assure getting communities off the ground in establishing these schools and recruiting professionals who could work in this kind of system. Because I think it is not an accident that Ken Haskins was recruited to Adams-Morgan or that Dr. Foster was recruited to Oakland because of his experiments in Gratz. I do not think there are just a few good people floating around and they drop somewhere. It is what you are providing that will recruit good people, or the kind of people who can work in that kind of system.

I think somehow, whatever funds are provided, State or Federal, should be leaning heavily in that direction of trying to get more of this kind of activity going and not be so program oriented or school environment oriented or, if I may say so, so politically oriented.

PERFORMANCE CONTRACTING

Senator **Mondale**. Dr. McAndrew, you have this project going with Behavioral Research Laboratories and you say that the results have been encouraging. Why was it necessary to get outsiders for that project? Does that not say something about the system itself?

Dr. **McAndrew**. Yes, it does. In order to get, if you will, the accountability in terms of the dollar, it was necessary to have an outside force to bring that off. We had talked with our local teachers union about setting up a contract with them to do the same kind of performance contract but we did not get very far.

Senator **Mondale**. They did not want it?

Dr. **McAndrew**. They did not have any interest in doing this. Other than that, and other than certain kinds of expertise they have brought in under the contract, there would be no reason why we could not do that internally and, in fact, if this system that is being developed proves to be viable and effective in terms of the performance of the kids, I am confident that we can replicate that internally.

Now, there will be certain problems of doing that certainly, because there are some forces in opposition to it; but the system, if it is going to be viable, has to be one that can be duplicated. That is what I am saying.

Dr. **Gittell**. I would just like to ask a question, since the BRL programed learning was one of the innovations in Ocean Hill-Brownsville before it was adopted in six other districts in New York City about 6 months later. Our study shows that the results of the BRL experiment in Brownsville were not very positive, and I was just wondering how BRL—I mean, what do you look into in terms of accomplishment on programed learning experiments? Are you gambling or did you look at some of the cities that BRL was in and what the results are? And, of course, we have the Texarkana experience in programed learning doing his own tests and so on. That is why I asked whether the tests were the same ones you gave before or is your independent evaluator devising his own tests?

I am kind of interested in the BRL experience because I did not see any positive results anywhere they were, yet they are all over the country now suddenly.

PARAPROFESSIONALS

Dr. **McAndrew**. The only thing I can say here is that there is more to that program than the BRL materials. In fact, probably the most signficant alteration in the organization of schools is the staffing pattern. That is why I made mention of the fact that my own feeling is that the adult/pupil ratio is more critical than the teacher/pupil ratio. We somehow thought it to be sacred that there needs to be one teacher per 30 pupils, and there is nothing really magical about that. That is why I mentioned also that one of the most promising programs is the parent opportunity program allowing the parents in the community to become aides, but also providing at the same time a career ladder so they can become qualified to teach in those schools in the communities in which they live.

In terms of the development of our staff, that is the single most significant thing going on in the community. When you have 200

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parents who live within the inner-city enrolled at Purdue University at the same time they are working in classrooms, the potential for that is enormous. That is a program that has not received a lot of acclaim nationally, but one that certainly the U.S. Office of Education and people who designed it ought to be given a lot of credit for. At least in terms of our experience in Gary, it is an extremely positive and significant kind of enterprise.

Senator MONDALE. But would you not say the use of paraprofessionals—that is, the local talent—outside of licensure, has been a movement that has come about largely because of the community action programs, the Headstart programs and so on?

Dr. MCANDREW. Yes.

Senator MONDALE. In Rough Rock, Ariz., one of the exciting Indian educational programs is truly significant. That is one of the keys to their success, wide use of parents, and I gather you are doing a lot of that in Oakland, too.

Dr. FOSTER. Yes.

MATERIALS

Dr. GITTELL. How are you going to draw the line on whether or not it was the use of paraprofessionals in that program or the BRL materials?

Dr. MCANDREW. You do not.

Dr. GITTELL. I think that is terribly important.

Dr. MCANDREW. What you do is you take a look at a program such as that and if indeed it proves to be productive, I think all you can do, other than a $500,000 research grant to a university which is not our present interest, would be to say what are the elements that are different in that school. Now, there are four or five different elements. Now, which one of those elements did it? As I indicated in my prepared statement, I do not think we are in a position to say.

Certainly it is no single one. But if you can then devise a system for the education of young people which has all these components and if it appears to work, then the proof of the pie is will it work if you put it in school, one, two, and three.

Dr. GITTELL. Yes, because you see, we have had that experience all over the country. What comes to me immediately is higher horizons in New York City 10 years ago, which was the big success plan, and they replicated it in all of the schools in the city and then it dropped dead. The reason was it was not really replicated in terms of the kinds of people who were used and the numbers of people who were used. It was not the materials that made a difference in that program as it turned out. Yet it was replicated as if that was the thing that did it.

What I am concerned about is not Gary, because you will be getting the benefits for whatever the reason, but if that is replicated or people attempt to replicate it in other cities, what they might use are the materials and not the paraprofessional and what-have-you.

Dr. MCANDREW. That is right.

Dr. GITTELL. That is why I think it is important to distinguish this in the evaluation, what is the input that is most important.

Dr. McAndrew. What you distinguish is not one casual factor but half a dozen. If somebody says, "I just want to use the materials," and they try it out and it does not work, I would not be surprised.

CENTRAL CITY SCHOOL SYSTEMS

Senator Mondale. These same city school systems that now have these tragic problems were 40 years ago the best school systems in the county—I remember all the teachers wanted to go to the central city systems. That is where the better pay was. That is where everybody was at a grade level higher and most of these central cities boasted high schools that had student bodies which were sought after by every top college in the country. The central citites were the marvel of the Nation's educational system.

But then the central cities became a dumping grounds for the poorest, the white middle class parents ran to the suburbs, our public housing program stacked poor upon poor and the tax base was eroded for many different reasons.

Now the central cities—any person who is foolish enough to take over a central city school system has to be one of the most either courageous or foolish men in America because there is a great fraternity of fired superintendents in this country who have tried and just been laid off, particularly if they tried to integrate. The list is long and noble.

It seems to me the same incentives were at work 40 years ago when it was working, working by the test score standards.

Dr. Gittell. It was never working for the poor. The difference was that there was a possibility for recruiting dropouts into the labor force because there was an unskilled labor force. Now, the size of the unskilled labor force has narrowed considerably because of automation first of all, and, second, discrimination. So that while the immigrant poor was never educated in the city school systems—by the way, in several recent studies have proven this—it just never was an issue before so no one ever looked at it—but recent studies of large city school systems show they never did educate the poor. In fact, they did something which was perhaps more subtle, maybe overt. In New York City, for instance, the statistics show in 1910 that they had enough high school space for one-third of the students who were in elementary school. They never intended them to go any further. So there was as much a push out then, but at least you could get a job. Now the issue is heightened by the fact of the economy and the increase in credential requirements that we have made for certain kinds of jobs where you did not have to have a high school degree or diploma or what-have-you before.

So I really do not think the conclusion is justified. Also, of course, you have already said in terms of socioeconomic background, middle class children for whom the city school systems was developed and primed probably would end up with those reading skills if they never entered a school. I am very much convinced of that.

Dr. McAndrew. Also, Senator Mondale, at the risk of sounding Pollyanna, one could argue that the fact that we are so deeply aware of the plight of the cities in 1970's is a step forward because, as Dr. Gittel has indicated, the poor were always there but they were at that point the forgotten poor.

I am strongly of the opinion that if nothing else, the civil rights revolt, while it may not have solved the problem of integration, has certainly focused on specifically the educational problems of poor children, be they black, white, or brown. At least we are now aware of the fact that we have always had this problem and can then set about addressing ourselves to it.

Then, Federal programs, while they have been heavily criticized in terms of their results, are some kind of testimony and commitment to the fact that we recognize that there is a problem there and that we are paying at least some attention to it.

VALUE OF INTEGRATION

Dr. Foster. I think we all made strong statements saying that the factor that brought about increased achievement on the part of lower class children was probably more social-economic than could be ascribed to race, I think it has to be said that in our culture in the pluralistic society, integration has to be a continuing goal, and now I am looking not only at the academic achievement—and I have said this before about the social-economic part—but moreover, the goals and aims of a pluralistic society just demand that we learn to live together. I do not know anyone who expects to live in an all-black society or an all-white society, for that matter. I think about some of the fellows who have gone through elementary schools that are lily white, and secondary schools, and then to lily white college, and then been assigned superintendent of Oakland Unified School District with its racial composition. He would not know where to begin to understand the problems confronting the poor and those that are racially and ethnically different.

I think that I would make my case on the fact that it is antithetical to the goals of our society to rear children in racial isolation and we have an obligation to see that they have that opportunity to know and work with others who are different, whether it makes any difference in academic achievement or not.

Senator Mondale. And you think it will make some difference there, too?

Dr. Foster. I think the thing you see happening, because of our class structure, you are really getting the social-economic factor when you get into the racial, and then you are getting people who did not care about those poor schools but when their children get into them—these are the ones with political clout and they are not going to have the slipshod workmanship or the $500 per capita schools where their children go. So you are beginning to get people who have gone to the more benign environment and have been content to let the inner-city schools deteriorate, but if you begin to bring the children back in you are going to get the interest of some of the parents who have the sophistication of working with the establishment and forcing change in a way that is lacking.

So I would make a strong case for the integration approach at several levels, but most probably on the case that it is just right and just and moral to do in a country such as ours.

Senator MONDALE. Very good. Would you provide the figures for the record, Dr. McAndrew, when you receive them on the BRL? We would like to have them.

Dr. McANDREW. I certainly will.

Senator MONDALE. And any of those figures, if you have got them, on the achievements of the children after they have had bilingual assistance?

Dr. McANDREW. Yes. We will have both of those within 30 days and we will be happy to provide them to you.

Senator MONDALE. Thank you very, very much.

The committee is in recess, to reconvene at 10 a.m., on Thursday, in room G-308, of the New Senate Office Building.

(Whereupon, at 5:10 p.m., the Select Committee was recessed, to reconvene at 10 a.m., on July 15, 1971, in room G-308, of the New Senate Office Building.)

QUALITY IN URBAN EDUCATION

THURSDAY, JULY 15, 1971

U.S. Senate
Select Committee on
Equal Educational Opportunity
Washington, D.C.

The Select Committee met, pursuant to call, at 10 a.m. in room G-308, New Senate Office Building, the Honorable Walter F. Mondale, chairman of the committee, presiding.

Present: Senators Mondale and Javits.

Also present: William C. Smith, staff director and general counsel; Donald Harris, staff member; Francis A. Hennigan, Jr., minority staff director.

Senator **Mondale**. The hearing will come to order.

I will ask today's witnesses, Dr. Robert Wheeler, Dr. Ruth Love Holloway, and Mr. Isaiah E. Robinson to please come to the witness table.

STATEMENT OF ROBERT F. WHEELER, AREA SUPERINTENDENT, DIVISION OF URBAN EDUCATION, THE SCHOOL DISTRICT OF KANSAS CITY, MO.

Senator **Mondale**. I have your statements and I will ask Dr. Wheeler—he is not here yet?

Dr. **Wheeler**. Yes, sir; I am here.

Senator **Mondale**. We will ask Dr. Wheeler if he will begin with his statement.

You have a copy of a research report we will insert in the record.*

Dr. **Wheeler**. Senator Mondale, in 1966, in grades one, two, and three, about 3,000 pupils enrolled in schools located in the poverty stricken areas of Kansas City, Mo., were given a well-known reading readiness test. Slightly more than 80 percent of these pupils scored below the average level set by the test publishers.

In 1968, a reading program was designed and implemented for the children in these grades, which was intended to meet their specialized needs in this most crucial area of educational skills.

ACHIEVEMENT OF READING PROGRAM

By 1970 test scores of about 3,000 pupils attending these same grades in these same schools, and coming from the same background of economic and social depression earned achievement scores in reading which placed them at the national norms published for this test.

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*See Appendix 1, p. 5756.

Moreover, the second grade group, those pupils who had participated in the program for 2 years, placed slightly above the published norms and the norm for the total second grade population in the Kansas City, Mo., schools.

Senator MONDALE. This is the really poverty stricken area of the city?

Dr. WHEELER. That is right.

Senator MONDALE. What you are saying is that not only did they come up to national norms, but in fact they placed slightly above the Kansas City norm?

Dr. WHEELER. That is right.

The analysis of the achievement score data revealed the following major findings:

1. Reading achievement scores increased significantly for each class entering the program by grade one.
2. Mean achievement scores in both vocabulary and reading comprehension were at grade level for published national norms.
3. The average growth in grade equivalent scores for the second graders exceeded 1 year in both vocabulary and comprehension.

In addition to these findings, there were other important developments. Systematically gathered data revealed a substantial upturn in the teachers' achievement expectations for the pupils, as well as strong indications of other positive attitudinal changes.

To put this another way, the syndromes of despair and futility, usually characteristics of those of us who struggle with the educational problems of the poverty stricken areas in all the major cities of this country, were considerably lessened for us.

Now we in Kansas City feel that if the momentum already generated can be sustained, we shall make even greater and more significant inroads into the formidable educational problems which deny equal educational opportunity to a sizeable segment of the population of the United States.

There are several important lessons to be learned from the Kansas City experience. First, a functional administrative division was organized and charged with the responsibility of improving the educational plight of inner-city children in Kansas City.

Senator MONDALE. Is that the office you have?

Dr. WHEELER. Yes, that is the Division of Urban Education.

Senator MONDALE. All right.

Dr. WHEELER. Second, a clearcut goal, the improvement of achievement in reading, was set and the program organized to reach this goal.

Third, while the finances provided by Federal aid were significant, they fell far short, and still do, of meeting the comprehensive needs of pupils who must grow and develop in poverty, subject to the debilitating societal forces which impede their educational careers. Consequently, priorities had to be set, the program organized so as to supply enough intensity to develop a chance for success. In Kansas City the first priority was the development of reading skills. The rationale here is that reading is central and crucial to all educational progress.

ALTERNATIVE STRATEGIES

Senator Mondale. If you will stop there, what other priorities were urged upon you which you rejected?

What other alternative strategies were suggested?

Dr. Wheeler. Well, all kinds of alternatives which were related to the needs of these students.

First of all, inner-city children can suffer from the same kinds of needs that any other child suffers from, and it so happens that they suffer to a more severe degree.

Remember this: If you have a limited resources, it doesn't make sense to start out in all directions simultaneously.

Senator Mondale. Did some people argue, for example, let's emphasize math?

Dr. Wheeler. Yes.

Of course, in the school districts there are all kinds of vested interests and everyone wanted to use it to his own choice. So we had things from people wanting to build buildingss, to buying shoes. But we saw inevitably that we were going to be called upon to demonstrate how the learning of these children had been increased.

Well, the rationale here is that reading is central and crucial to all educational progress.

Fourth, the results of the Kansas City program substantiate the position of the Division of Urban Education of the Kansas City Schools; that inner-city children can learn as effectively as more fortunate children if they are taught properly.

In other words, we believe that an instructional program geared to the specialized needs of these children, sensitively administered, resourcefully implemented and responsively delivered can produce the desired results. We reject the position held by some that there is a genetic inferiority which contributes to the failure of these children to learn.

We also reject the theory that the negative forces rampant in the environments of these children produce permanent and irreversible learning impairment. As potent as these forces are, they can be overcome with an instructional program adequately supported and intelligently delivered.

Further, and very importantly, it can be done through the public school systems, despite the myriad of problems which they now confront, and contrary to the hypercriticism from which they suffer.

TEACHER AIDES

The Kansas City program is multifaceted. However, there are at least three features which seem to us to be essential. Effective and ample instructional force must be created. This was accomplished by the use of lay aides to the teacher.

Senator Mondale. What is the adult-student ratio in your schools?

Dr. Wheeler. Well, we in the inner city, the average pupil-teacher ratio is about 30.1. And in the elementary grades, we have one per teacher, and beyond the third grade, we have one teacher aide for two teachers.

So this is not an extravagant thing. I might comment also that we don't, we are not avid subscribers to the fact that the smaller the classes, the better the quality of instruction.

We just have not agreed that the quality of instruction is improved, that that is a crucial factor in improving instruction. I think that there are some other things that are crucial.

Although many Federal guidelines and much Federal legislation encourage the training of teacher aides by colleges and universities, we have retained the responsibility for the training programs. This decision arose from the logic that relevance would be most easily preserved if the educational institution responsible for the delivery of the educational program also assumed responsibility for the training of its personnel.

Implicit in this decision, of course, was a rejection of the idea that the seats of all educational wisdom are located at the higher education levels.

I suppose that there is some cynicism in that statement, but I hope that the committee will allow it because of its truths. What I am——

Senator MONDALE. I think there has been a good deal of resistance to teachers' aides from some education people but I gather that you found that these are very helpful people. You can train them right in the schools?

Dr. WHEELER. I think that is part of the point I would like to draw, Senator. But in addition to that, the colleges and universities are at least one step further removed from the boondocks where the operation really takes place. And as a consequence of that, many times they are not as intimately familiar with the kinds of nuances that operate throughout the educational task.

Furthermore, I think the evidence for that is that I don't know of a major college or university which has inserted into its teacher-training program, those pieces of knowledge which we are now fairly secure in, in terms of what is needed regarding professional competence for teaching inner-city children.

There are some that have a scattered course here and there that they present to the teachers on a voluntary basis. The result is that when the teachers come to the school districts from up in the teacher-training institutions, we find that we have to hold their hands and watch them pretty closely for about 5 years.

TEACHER CORPS

Senator MONDALE. Do you have a Teachers' Corps?

Dr. WHEELER. Yes. [illegible] had one in Kansas City.

Senator MONDALE. Was that useful?

Dr. WHEELER. But in Kansas City it was substantially different than some of the Teachers Corps operating in the rest of the country. That is probably the reason we had some conflict with the sponsoring agencies, and as of today we do not have a Teacher-Training Corps.

Some did not agree with us and found it did not meet our guidelines in keeping our philosophy intact.

Senator MONDALE. Who was the prime sponsor of your Teacher Corps?

Dr. Wheeler. I think the Teacher Corps was connected to the Office of Teacher Education.

Senator Mondale. State or Federal?

Dr. Wheeler. Federal. It was a Federal program.

Senator Mondale. All right.

PROGRAMED INSTRUCTION

Dr. Wheeler. Second, we recognized that the reading program would have to be delivered through a strategy which would permit considerable opportunity for individualized instruction. Consequently, we adopted a programed reading series. Programed reading series also forced teachers to operate the classroom in a radically different manner than they had been doing previously.

It is not possible to use a programed series and sit behind the desk. You have to find out what the difficulties are that the students are having. That is one reason we adopted this.

I don't mean to leave the impression that the programed series is the only way to effectively teach reading. I am saying we felt it necessary to make this choice to accomplish this program, to teach the teachers with the responsibility for their instruction. I am not advertising programed series.

Third, and perhaps most important, a continuous inservice training program for teachers was designed. Great care was given to finding solutions to educational problems encountered by the teachers in the classroom. Professional and other resources were turned toward this activity as a first priority item for their application.

Again, while we sometimes profitably collaborated with the colleges and universities, we retained the basic prerogatives for program design and direction. I want to point out that we haven't given up at all yet on the ability of the colleges and universities to help us with inner-city education.

We think they have to understand the problems as we pose them in the terms that we perceive them. We think a merge between our insights and their resources can produce an effective program that really becomes productive.

In Kansas City we know that we have not completely solved the educational problems of the inner city. But we have made a very significant and encouraging beginning. We are also confident that if provided with adequate financial resources we will be able to produce comparable results as we expand to other subject matter areas. Expansion, however, will call for great assistance.

We think now that we have made a significant beginning in reading so that we can begin to attend to the needs of the children in social studies, for example. We felt it would be folly to begin to emphasize achievement in social studies and history and even mathematics so long as these kids were suffering from inability to read.

FEDERAL FUNDS FOR COMPENSATORY EDUCATION

First and most fundamental, there needs to be a substantial increase in the funds allocated to the Federal compensatory educational programs. The justification lies in the fact that at the present time we are reaching only about one half of the schoolchildren who qualify, even according to the very stringent guidelines set forth in the rules and regulations which implement the legislation.

Not only is this the case, but a genuine concern for equal educational opportunity would dictate that the other estimated two-thirds of the inner-city pupil population should receive consideration.

This would seem to be altogether desirable, for this is the segment of the inner city program which does not manifest all the symptoms of economic and social depression to the extent that they beset the currently eligible group. With perhaps a relatively small boost, the educational careers of these children could be lifted across the line which separates success from failure, and productivity from dependency.

As a matter of fact, we think if we are to develop the leadership which ought to emerge from the inner city, we ought to be giving attention to this group at the present time not eligible according to the legislation and the guidelines.

The inadequacy of available funds now placed in the effort to relieve inner-city educational debilitation has been mentioned earlier. When the paucity of these funds are held up against the total needs of these future American citizens the fabric of their support is exceedingly thin.

It has been estimated that about $1,000 per pupil above the regular per capita school district expenditure is needed to arrive at effective solutions to the problems. In Missouri we are now about to implement the third year of the State Department of Education's directive to increase per capita expenditures in the Title I program to $250.

Senator Mondale. Is that a State guideline bearing solely on Federal funds from Title I?

Dr. Wheeler. It is a reaction of the State to directives originating at the Federal level which pretty much mandates an increase in an intensity of the Title I programs.

You see, in the beginning when the Title I programs were begun the guidelines took a different direction. They encouraged as many children as possible to participate in the program. So when a child was counted as participated if he only had his teeth fixed, for instance—the Federal authorities were looking ahead and felt that the best impression to be made was to be if they talked only of the number of children involved. They did not see inevitably the dearth of education. It was going to be made in terms of education progress, in terms of the participants of the program.

Senator Mondale. In the first year of the program when it was starting up the numbers worked out to about $210 per pupil. Today, even though the funding is up slightly from the original appropriation, because there are vastly more children involved, I understand that the average works up to something like $88 per pupil.

Dr. Wheeler. Well, I am not——

Senator Mondale. Of course each State can approach it differently, and your State, I gather, says we will husband those Title I resources to reach the number of children we can serve providing $250 per pupil.

Dr. Wheeler. That is correct.

Senator **Mondale.** Is that what you have in terms of additional money?

Dr. **Wheeler.** We have considerably more money than that because we have been very aggressive about getting money from outside sources which are the only sources we can get it from. Certainly we cannot get it from local sources.

PER PUPIL EXPENDITURE

Senator **Mondale.** What do you estimate your per pupil expenditure to be?

Dr. **Wheeler.** I would say it is something like $400 above the regular per capita expenditure.

Senator **Mondale.** It is?

Dr. **Wheeler.** Yes.

Senator **Mondale.** Do you have an estimate, regardless of source, of what you are spending per pupil in your school system?

Dr. **Wheeler.** Well, if you ar talking about the school districts other than the inner city, you are talking about around $750 per capita as compared to other large cities.

Senator **Mondale.** You figure you are about $400 above that?

Dr. **Wheeler.** Yes.

Senator **Mondale.** By national standards that is not bad.

Dr. **Wheeler.** That is not bad, but you see, this does not apply to the entire school district. We are above that in the inner city because of the outside aid. But when I say $1,000 I am talking about $1,000 in addition to the———

Senator **Mondale.** You are talking about how you think you should have a $1,750 total and you have got about $1,000 or $1,100 at most.

Dr. **Wheeler.** Right.

Senator **Mondale.** So you are $600 or $700 short.

Dr. **Wheeler.** That is true.

Now, after receiving the mandate to increase this to $250, if the present level of appropriations remains the same, that is it gets to the point where we receive money, in order to do this we will have to reduce the number of children served.

There are other features of the legislation which, when contemplated from our vantage point, ought to be carefully scrutinized with a view toward change.

TITLE I GUIDELINES

The legislation is so broadly written in its various provisions that, except for the opening statements, the Title I legislation cannot decide whether it should provide health, medical, or dental programs; a community action program or a supplement to the welfare allotments; it is unclear whether the legislation is intended to be an employment program or a political action program.

Recent guidelines, related to community involvement, further obscure the thrust which should be made by programs operating under the Title I legislation.

At least in part, the profusion and variance of the types of programs sponsored by Title I support accounted for the dismal results of the evaluation made after the first 5 years. The evaluation was based, and rightly so, on the advancement of education achievement. However, if educational achievement is a rational criteria for evaluation, the legislation and guidelines should establish limits which restrict program activity to direct instructional measures intended to elevate educational achievement.

It is true that the target group of school children have other needs, some of which may be crucial to educational progress, but to attempt to meet them within the scope of legislation having instructional goals as ambitious as Public Law 89-10 and as inadequately funded as its main thrusts are can be defined as folly. These needs should be met by other legislative instruments.

STIGMA OF TITLE I PARTICIPATION

Aside from financial considerations, stipulations requiring that services be delivered only to those children within an inner city school who qualify according to the eligibility criteria, not only forces a stigma to be attached to participating children, but increases the cost of the services and makes program operation an administrative nightmare.

It is also inconsistent with other Federal legislation for education which prohibits identification for aid recipients which may stigmatize them.

Even more fearful, is the very real prospect that the required identification of eligible children will force Title I programs to operate in the old idiom of classic remediation. The history of this ill-fated educational technique testifies more eloquently than I to its long and painful years of dismal failure.

When the consequences of these guidelines are contemplated we quake and tremble in fear that the program effort under Title I has also been consigned to the doom of spectacular failure.

Of course, this event will erroneously be used by critics of compensatory education as proof that money spent to provide equal educational opportunity is wasted. Then we shall undergo yet another ill-based theoretical onslaught by the learning geneticists and the environmental fatalists.

Meanwhile, an equal chance for educational development will continue to be just a myth for those pupils with able potential, but by virtue of the insensitivity of the enterprise and the ineptitude of the educational delivery systems will fall victim to the discriminatory features woven into the fabric of our society and end on the junk heap of dependency.

ELIGIBILITY OF ACHIEVEMENT SCORES

In Missouri, one of the measures used to establish eligibility is the extent of educational depression as evidenced by achievement scores. Therefore, the second grade, which has done so well this year, cannot be officially qualified as a group next year. Only those members who are located at the bottom of the achievement distribution will participate.

In other words, we are forced to foresake these poverty-stricken children as soon as they show the first glimmer of improvement.

The outcome is predictable. We know from our experience with Headstart and other compensatory education programs that these pupils will relapse into the characteristically depressed achievement patterns of the economically deprived.

We know that to crystalize these early gains into permanence we need to have sustained programs closely coordinated and synchronized as the children move through the grades.

The misguided rationale which forces the ouster of pupils as soon as they begin to show some progress ignores our past experience and defies logic.

Inevitably the researchers and evaluators will look closely at long-term gains which are traceable to Title I programs and, justifiably, they will condemn those programs which show only spurts of progress and then retrogression to the achievement patterns operative prior to the beginning of the effort.

In this sense the guidelines which set this limitation to the Title I programs are self-defeating and blind to the fundamental objective of providing equal educational opportunity.

Legislation intended to help depressed schoolchildren should be sensitive to the strategies needed for the most efficient delivery of services. Without being at all disparaging, I can say with security that the large school districts have bureaucratic administrations. This is not in and of itself bad.

On the other hand, I am sure that the experiences of the members of this committee will lead you to agree that bureaucracies sometimes need encouragement toward flexibility.

Senator **Mondale**. Amen.

Dr. **Wheeler**. The point to be drawn here is that guidelines and legislation should reflect the understanding that the implementation of a special program which can adequately respond to the needs of a specialized group will need meaningful help. The administrative authority will need to be free to become innovately responsive.

It must also be located high enough in the organizational hierarchy to institute meaningful change without being overruled by those who would cling to the status quo.

To accomplish this program support should be large enough to design an activity of sufficient scope to merit the location of program administration at a high level.

In Kansas City administrative responsibility for inner city educational programs is located in the Division of Urban Education, organized specifically for that purpose. It had to be done without specific legislative support, and it took about 3½ years to accomplish it, but it is crucial to the delivery of a sound program. The outcome has been most gratifying

The administrative staff of the Division of Urban Education was drawn from the only reservoir of knowledge about inner city educational problems. Our administrators were chosen from those teachers who had reputations for successfully teaching inner city pupils.

Once released, and properly directed, their competencies were exploited so that now, instead of benefiting only a relatively small number of children in the individual classrooms, their talents are spread over the entire inner city population and they have earned a national reputation.

Admittedly, our status remains precarious, but with continued success it will become more difficult to dislodge us.

COMMUNITY CONTROL

Two other issues need to be mentioned here: Community control and the financial plight of the large city school systems.

I have some trepidation as I begin talking about this next point because we are in a particular time now where the community control is a very popular kind of consideration. I want to make it clear that I am not against community control and what I am trying to accomplish here is raise a caution and I hope that this next statement demonstrates that.

Someone who is an influential part of the lawmaking process needs to bring some rationality into the effort to "involve the community." It needs to be understood that the mere granting of pseudo power to the inner city communities does not guarantee that the quality of educational production will improve. Indeed, many of us are beginning to believe that this development is a shrewd divisive tactic.

We are approaching this conclusion because we have seen only strife, confusion and divisiveness in the black communities in particular.

To write legislation supposedly intended to give innercity people a voice and some real power to participate in the educational destinies of their children has so definitely operated in the opposite direction that one must at least consider that this move was deliberately calculated to thin the power of the innercity people.

I think that this particular statement may be as a result of my own sensitivities which you would expect me to have as they are of my insight into this problem. I do not think any of you will be surprised I have hypersensitivity also.

In no other legislation——

Senator MONDALE. I understand Mr. Rhody McCoy was recently quoted raising some questions about community control, so apparently you are not alone.

Dr. WHEELER. I did not know that.

In no other legislation is there such enormous room and such direct encouragement for loosing all of the negative and extraneous motivations in the communities as in the legislation designed to provide equal educational opportunity.

In Kansas City we have official commendations from both Federal and State authorities, commending us for our conscientious work with parents of poverty-stricken children. Even though we have received these sanctions, we are still ambitious to improve this relationship for we have had firsthand experience with the enormous contribution parents can make in a collaborative arrangement between school and parent.

COST OF DISRUPTION

However, we need to be free from the tactics of demonstration and disruption which siphon off energy and time. The crucial consideration here is that this legislative effort must firmly eliminate extraneous political ambitions. It must reject those organized forces in the community who would use the education of these children as pawns in their quest for personal and political power and advancement. Our children represent a far too priceless asset to passively permit this to continue.

My plea here is that the guidelines in the regulation should recognize that all the motivations in the various communities are not all laudable and not fixed on the educational advancement of children.

I think, also, to overplay that we can be justifiably suspicious of the fact that this tactic is a gate through which the establishment will walk as it foresakes its responsibility to education of children, because, you see, it is not only the exclusive responsibility of the community to educate innercity children, these children have a right to educational opportunity equal to the educational opportunity of any other children. And if we allow the establishment to foresake this kind of responsibility obviously the establishment already has more power, more resources, both social and economic and any otherwise and if we allow them to secede from the responsibility of educating innercity children then we have lost a great share of the assistance which is rightfully—which rightfully belongs to these children.

ACCOUNTABILITY OF ESTABLISHMENT

So I am very leery about any kind of guideline which sets up the innercity community as the exclusive power. I think the better strategy would be to design legislation which holds the establishment close to the responsibility and at the same time allows some real participation by the innercity communities and that includes the exercise of rationale and an appropriate amount of power.

The same thing can be said about the educational establishment itself. If the decisions are going to be made in the communities themselves about how the design and execution of an educational program ought to proceed and the professionals then are ostracized from this decision, they are not going to feel responsible to be held accountable for what happens in these programs. And if in the end—well, it can mushroom to such proportions that we are making decisions which fly in the face of the knowledge that we already have about the innercity education.

In Other words, rational decisions can be overrun by extraneous motivations of the community and I think this is an important part to keep in mind. I know this is important.

I merely want to raise the caution that we need all the resources present in the general community, not just those present in the innercity.

And now on the subject of integration. There is no question but what the integration of the schools is the only means to reach the fundamental democratic ideals of children.

CONDITIONS OF TRUE INTEGRATION

Before elaborating on this point, the Senate Committee should understand that integration as defined for the purposes of this statement has a radically different meaning than the mere mixture of pupils from different racial and ethnic backgrounds in the same student bodies. True integration would be achieved in my view when the following conditions pertain:

1. Since integration can occur only when and if complete access to participation in school life is made accessible without discrimination a comprehensive program should be designed to prepare receiving schools for the experience of true integration.

Such a program should precede the actual mixing of the pupils by at least 1 year. The program should aim at eliminating the discriminatory practices which will surely develop in the absence of effective measures to prevent this expectation.

Now, I say discriminatory practices and attitudes. We know nothing about changing attitudes. As a matter of fact, if we can change the behavior I do not think we have to worry as we do now about attitudes.

The result, of course, is that the minorities in the schools will be devastated. These are the minorities, no matter what the minority is, white or black, that I am referring to here.

Moreover, the programs to eliminate the practice of prejudice and discrimination should continue for a modest period of 3 years following the date that racial and ethnic mixture is introduced into the schools.

2. Legislation requiring the integration of schools should clearly delineate the objectives of the orientation programs and the inservice programs occurring during the 3-year period referred to above.

In other words, some limitations should be drawn about the objectives and activities of those programs. Otherwise we will find ourselves in a limbo because these programs will be used for everything except what they ought to be used for.

3. The staffs of the schools should simultaneously become representative of different racial and ethnic backgrounds and the administrations of the receiving schools should evidence racial and ethnic pluralism.

4. Some stipulations designed to reduce the extravagent degree to which the educational institutions now rely upon test scores as a consideration in the design of the educational program should be built into the legislation in a coherent manner that does not allow bizarre interpretations, and consequent grouping of children which will defeat the aims of true integration.

5. There may be some short, thin line of demarkation between a recommendation and advance. I merely want to make this statement: The design of additional legislation intended to enforce and facilitate the law of this country as it relates to the integration of schools should include sizeable input from the professional teacher organizations. To fail to do this will be tantamount to ignoring the bourgeoning power which these organizations possess. And they are going to be very, very much interested in what happens to

the teachers if we begin to transfer teachers and integrate staff and transfer administrators to effect some representative racial backgrounds in these various schools.

These recommendations are by no means intended to be comprehensive, but in my view they must be considered and acted upon if we are to truly provide an equal educational opportunity in a way which honestly enhances significant movement toward the stated democratic ideals of the United States of America.

I am going to conclude at this point. Among the documents which accompany this statement is a list of specific recommendations related to the issues I have raised.

I sincerely thank you for this opportunity to address the Senate Select Committee on Equal Educational Opportunity.

RECOMMENDATIONS

These recommendations are presented in this form in response to Senate Committee staff to be specific and succinct.

1. The legislation and guidelines should encourage if not mandate an administrative entity at the school district level, which is strategically located so that it can be effectively responsive to the needs of innercity children. The establishment of such an administrative entity should be related to the size and scope of the compensatory education program operated by that school district.

2. The commonality of innercity educational problems in the large cities permits the establishment of specific instructional goals. Consequently, the administration of the federal compensatory education programs should aim, with support from legislation and guidelines, at the establishment of coherent objectives. At the same time, the possibility of the wide divergence of program designs directly related to instruction and achievement should be severely curtailed. Time limits should be set for reaching these goals. Such a plan may very well be developed so as to be in line with appropriate accountability considerations. In my judgement, the problem of improving reading achievement must be solved before other depressed educational areas can be rationally attacked.

3. Federal appropriations should be related to specific objectives which are established for certain periods of time. The appropriation should then provide adequate resources for reaching the goals. The eligibility of innercity pupils for participation in compensatory education programs should be broadened, by liberalizing the criteria. Identification of individual pupil partcipants should be discontinued. Once eligibility is established, it should be permanent through the elementary school years, at least.

4. Since it is apparent that by far most of the country's children will continue to be educated in the public schools for the forseeable future, the direction and responsibility for the design and implementation of compensatory education should be given to the public school system. Enough latitude should be allowed to the localities to recognize and exploit the idiosyncrasies of a particular district to the benefit of the program.

5. Recently (within the last two years) guidelines accompanying educational programs other than those provided under Title I of Public Law 89-10 have virtually mandated that Title I funds be used in support of these efforts. Title I should be considered the central educational effort, and the other productive programs (there are several) as supplementary. The supplementary efforts should have adequate funding.

6. There is little or no encouragement evident that would lead to the belief that the competencies of new teachers who now leave the teacher training institutions will improve. Even though they are fully certificated, we can expect to receive these teachers who are grossly lacking in their understanding and ability to successfully cope with innercity educational problems with no alternatives but to assign them to innercity schools. Provisions for the training of these innercity teachers should be made so that there is adequate financial support, and so that the training activity relates to specific educational goals.

The responsibility for this effort should be given to the school districts, where the responsibility of operating the program effectively is now and will continue to be seated.

7. Early childhood education programs should be more strongly emphasized and more ambitiously provided for. The curriculum, at least for the early years of operation, should emphasize the development of language facility and reading readiness. Close coordination and synchronization with the Title I program should be required. Early childhood educational measures should look toward programs for innercity pupils which begin at least by age three, and continue through the kindergarten year.

8. If community involvement and participation is to continue to be a major consideration, it should be circumscribed in the legislation and the guidelines so that the professionals are not released from the responsibility to make decisions which will hold them accountable. The motivations of politically powerful organizations and individuals which are extraneous to improving the educational achievement of children should be severely curtailed. Parent participation directly supportive to the instructional effort should be strongly encouraged.

9. The distance still to be traveled on the road to complete and meaningful integration of the schools is great. There is ample reason to question whether it will be achieved if we do not take specific and definite steps in preparation. As integration is attempted, specific programs calculated to prepare school personnel should be inaugurated at least one year prior to beginning the integrated situation. Subsequently the progress to eliminate discrimination in every aspect of school life should be monitored. Programs to reach this goal should be continued for three years. The total effort, since it will bear directly upon the professional fate of teachers, should solicit input from teacher organizations.

Senator **Mondale**. Your recommendations will be included following your statement; also, the evaluation of the program which you included with your material by Daniel U. Levine dated May 1971, and the Webster-McGraw-Hill research report will be included in the record.*

Would you agree that the outlook for the average black child in the Kansas City ghetto area, as is true in other ghetto areas was a very bleak one indeed in terms of reading, in terms of comprehension, in terms of having available to him a reasonable opportunity to get the kind of education he needed to work for his life potential? Would you agree that his chances were very slim indeed?

Dr. **Wheeler**. Right. I would wholeheartedly agree with that.

Senator **Mondale**. And by large proportions, indeed, your statistics reflect this—they were underachieving, they were not in grade level in any basic skills and they were sliding further and further behind as a result?

Dr. **Wheeler**. Quite correct.

PRESCHOOL PROGRAMS

Senator **Mondale**. So what was sought under your program was in fact to provide equal educational opportunity, isn't that what this whole thing is about? You decided that the key strategy was to begin with reading skills?

Dr. **Wheeler**. Right.

Senator **Mondale**. You concentrated all your effort there?

Dr. **Wheeler**. Right.

Senator **Mondale**. You took resources amounting to $400 per child over and above the per pupil——

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*See appendix 1, pp. 5756 and 5761.

Dr. WHEELER. Except not in the beginning.

Senator MONDALE. You slowly built it?

Dr WHEELER. Yes. And which fluctuates because some programs continue and some don't. We always consider the Title I effort as the core of support and even though we would solicit financial support from other sources, it was always in connection with Title I program, so the main thrust was the Title I. The funds we solicited elsewhere were solicited for fill-in gaps from Title I, or to give the Title I effort the support it needed.

But the entire effort was a synchronized one based upon Title I as the core of it.

Senator MONDALE. And the result of your 3-year effort is that the children are now by and large at grade level?

Dr. WHEELER. In the first three grades.

Senator MONDALE. First three grades. But that is where you concentrated your effort?

Senator MONDALE. After that, in the following grades, you have not had a concentrated reading program?

Dr. WHEELER. Yes; but it is not as ambitious because we always felt the prognosis was much brighter in the early grades. Our strategy has been that if we can solve the problem in the early grades, the problems will not manifest themselves in the same large proportions in the grades which follow.

READING KEY

Senator MONDALE. In your recommendations, you included a strong plea for preschool assistance?

Dr. WHEELER. Yes.

Senator MONDALE. Do you have Headstart and other efforts?

Dr. WHEELER. Yes.

Senator MONDALE. Have they been helpful, in your opinion?

Dr. WHEELER. Very helpful, although at times very difficult. You see, the guidelines for the Headstart are written here in Washington. We are in Kansas City.

Senator MONDALE. Headstart program, I assume, is run by Office of Education, or the school system?

Dr. WHEELER. It was until recently.

Senator MONDALE. Now you run that?

Dr. WHEELER. Well, the Office of Education is the final sponsor of the Headstart program now.

Senator MONDALE. Don't you have an input into the running of the program, then, in Kansas City?

Dr. WHEELER. We have little input into the design of the guidelines. We have the responsibility for the operation, yes. We are one of the few school districts who will take on the difficulties involved, but it is a very important program.

Senator MONDALE. But if it is true that you have been able through the concentrated program to get the children up to grade level by the third grade in reading, would it not make even more sense to start at age three?

Dr. WHEELER. Yes.

Senator MONDALE. They would lose less time, would they not?

Dr. **Wheeler.** That's right. As a matter of fact, in the innercity schools in Kansas City, the only children who read by the time they leave kindergarten are urban education. And it is because of the fact—I may get a proposal withdrawn because of this statement—but we have not gone completely along with the child developmentalists who write the guidelines.

We say we ought to teach preschool kids manners and sociability. We think we can zero in on the capabilities that these children have and develop language facility and reading readiness and it made sense to us as we were looking at strategies we put into this program to do that.

So in the last 3 years we have preschool children age four who can master beginning sounds, who are beginning to develop the capacity to unlock words, to decode them. So that we—by the time they finish kindergarten, they are actually reading. We see this also as a rational approach to changing things in large city school systems. You see, if we teach kids to read books in kindergarten, and you can't teach them in the first grade the same thing, and you have a procedural instruction at a different level—if you do that the second grade cannot be taught; neither can the third grade. This, I think, really represents the process of rational and profitable change without, sometimes, devastating experimentation that works to the detriment of the children.

Senator **Mondale.** Do you know any other so-called ghetto area in the country that has a massive reading program like yours?

Dr. **Wheeler.** Well, there are many that have reading programs, but I cannot think of one at this point which has gone into this process, to this challenge of improving reading achievement with as much emphasis as we have. It is practically our entire effort, and I think that most of the other school districts thought better of whether they should shed the blood to do that, because we have had resistance. We have been called one-track minded, and tunnel vision, et cetera.

We have stoutly maintained if we can't do anything to improving education, we don't teach people to read.

Senator **Mondale.** I guess that is what really Dr. Clark has said in his study here in Washington; if the children can't read, you are not going to teach him pride because he will be smart enough to know he can't read. He knows that is a handle to learning and everything else.

Dr. **Wheeler.** I am in complete agreement with Dr. Clark on that point.

Senator **Mondale.** Unfortunately, not everyone else is, I have found.

Dr. **Wheeler.** No, that is true. I have seen proposals written for ambitious amounts of money which have as their stated objective the improvement of self-image and you—but you can't drive young children. You can't tell them they are a worthwhile person or are not, if they can't read a book. It seems we can teach them to read and they begin to use that tool to make progress and begin to materialize the fact that they can effectively compete in this whole system of things with other children their age. If we can do that we don't have to worry about their pride and self-image; they will think well of themselves. If they are not making progress and they see they don't have the competence that the other children in sight have, this is the basis for this symptom of what has been referred to repeatedly as a lack of self-image.

They don't have a lack of self-image and there is nothing within the biology or the anatomy of these children that made them prone to think bad of themselves. It is a function of the kind of experience that they have had, particularly the experience in education which lead them to evidence symptoms of which people call inferiority.

Senator MONDALE. All right. Our next witness is Dr. Ruth Love Holloway, now Director of Right to Read Program, Office of Education, HEW. Welcome. You may proceed.

STATEMENT OF DR. RUTH LOVE HOLLOWAY, DIRECTOR OF RIGHT TO READ PROGRAM, OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Dr. HOLLOWAY. Thank you, Senator Mondale. I am delighted to see so much support for reading. I hope that will be manifest in monetary means.

Senator MONDALE. No problem.

Dr. HOLLOWAY. That is not lobbying, sir.

Senator MONDALE. Right.

Dr. HOLLOWAY. I was asked to talk to you in three areas, one about my former work in the State of California, in the State Department of Education; two, to go in some detail regarding the research I did on the impact of compensatory education on regular or general programs; and thirdly, to give you some idea of our plans for right to read.

So I intend to paraphrase the written statement and the document will be yours.

Senator MONDALE. We will place your full statement in the record* as though read, and you may proceed.

Dr. HOLLOWAY. In the first two areas, I will talk as a professional related to my former work.

California is really very proud of its achievement in compensatory education. We received annually some $100 million from the U.S. Office of Education, coupled with State moneys for comp education, as we call it. We serve, usually, some 250,000 children and our criteria for success is whether or not the children achieve primarily in reading and math.

And I am pleased to hear about Dr. Wheeler's program because we, too, in California, have emphasized in the minds of the school districts reading as a primary factor, but it takes a different strategy, which I will be pleased to show you.

ACHIEVEMENT MAJOR GOAL

Since the inception in 1965, our program has emphasized academic achievement as the major goal and everything else that we endeavor to do was supportive to that particular goal. In other words, the point about self-concept and those kinds of things, we feel those can be achieved if the youngster is functioning to his full capacity and we agree with the range of intellectual ability regardless of economic circumstances.

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*See prepared statement, p. 5587.

So we are pleased since 1965 the children in the program have averaged at least 1 month's gain for every month of instruction. That is, of course, what we expect from the so-called normal child.

Some 20 percent last year, the youngsters in Title I in California exceeded the district norm and we are very pround of that. I think there are some reasons for it. In order to fully appreciate it, I think we ought to look at the historical records of these children from economically deprived backgrounds.

One of the problems they have had is that they make .7 of a year's gain for every year and they obviously get further and further behind the longer they stay in school. So in order to catchup, we set a State minimum standard, for which we were criticized, of 1.5 years gain and all of the performance objectives in the program had to at least try to attain that.

Because we felt that the month-to-month progress or year-to-year progress would mean they would never catchup. Because most were too far behind. That is a rather rigorous academic requirement, but we found it influenced the behavior of the teachers and administrators in compensatory education.

There are several reasons, I think, for the kinds of success we have had, and I don't mean to imply it has been all successful, because there is room for improvement.

LEGISLATIVE SUPPORT

First of all, there is a division within the State Department of Education whose sole responsibility is to educate or to provide educational services for the disadvantaged child. This came about through enabling State legislation back in 1964 when we recognized Title I was going to be enacted. This enabling bill, called the Macatere Act, set the framework for compensatory education in our State and we feel that it has significantly influenced the way in which we have been able to operate because, in fact, compensatory education in California became discretionary funds because of that legislation. It wasn't the normal formula moneys that went out to districts without specified guidelines. The guidelines set certain priorities I think you would be interested in.

Six components were required for each child, each edified project participant, as we call it. One was reading. No child in compensatory education could escape having a reading program tailored to meet their needs. Sixty percent of the moneys in California went for reading instruction in Title I. This was complemented by State funds to the tune of some $3 million each year.

Mathematics was also a requirement and was held as needed. That was the only optional component we had in the program. The teachers for the program must and were required to be involved in inservice training geared to carry out that program. It was a mandate that the parents be involved in two ways: local advisory committee is where they helped to generate and develop the programs as well as involvement in the classroom itself.

Those were the areas that we found to be most significant based on our evaluation and those requirements came into being after 2 years of operation of the program. In terms of integration—I don't have the statement in written form—most of the desegregation that came about in California came about with the use of Title I, but we required that the compensatory education services follow the children so we have 32 examples of districts that combined compensatory education with desegregation and integration measures because we felt it important not to insure failure by putting low-income youngsters with middle-class youngsters and have some failures.

The other thing that we required that I think has had a significant impact was concentration of funds to the level of $300 per pupil over and above the regular district expenditure.

In the State of California, the average is $635 per pupil, so it is almost $1,000 that we are requiring on an average basis for the youngsters in the program. Part of our difficulty there was to be sure that the district expenditure was maintained at a level so that compensatory education did not in fact substitute for the regular program. That was something that we had a good deal of difficulty with.

Another requirement that I think put us in good stead in terms of achievement was that the youngster had to remain in the program 3 years. Then we took a look at whether they will be able to sustain the kind of performance in a regular program. It was based upon a diagnosis of their individual needs and strengths. I might add that it was far more difficult to get us in education to analyze the strengths. It is so easy to analyze the failures, but we ask and require they do both.

Priority in the State was placed on kindergarten through sixth. I left our preschool simply because we had a special State program to focus on the preschool, so it was actually preschool through sixth grade.

We did have certain kinds of models for secondary, but our primary emphasis was on the elementary school, for obvious reasons.

Another kind of mechanism that we used was a requirement that the program be planned by the local school staff rather than the district office. We felt strongly that the people who would want to implement the program ought to be instrumental in planning it, so planning teams of parents and teachers and administrators planned their particular program for their particular school.

So it was not a district- or State-operated program. That was in one area we won many, many friends.

Technical assistance was provided to the district from the State. Such things as performance objectives of those things which were new prior the compensatory education came into being.

MONITORING

The approval process at the State mandated all projects be approved by the State board of education. So that when they were submitted to our State office, our policy was to make those projects approvable by providing leadership to the field. We were not engaging in the business of trying to disapprove projects because we realized the children were involved. We worked hard in order to have the programs meet the particular criteria for approval. Once the programs were in operation, we mounted a rather extensive program review or monitoring process to help facilitate the assurance that the programs maintained their integrity.

Along those lines, we believe that the best monitoring takes place locally so we set up monitoring teams where districts helped to monitor each other in many ways. Each year we asked the districts to summarize their evaluation and the State further summarized those evaluations and reported it to our State board of education and sent it here.

We say that the best lobbies we had was the success of the children. So those few items, we think generally and briefly accounted for the degree of success that we had in the program. I have been amazed at how each State operates Title I in its own State program. I don't know whether you have any questions before I go to the second part of my testimony.

Senator MONDALE. Why don't you complete your full statement, then I will.

IMPACT OF COMPENSATORY PROGRAMS

Dr. HOLLOWAY. The second part of the statement has to do with the study that focused on the impact of compensatory education. Now I define that to mean all of the compensatory education efforts, Federal, State, and local, as well as Headstart and other measures.

In California, we are only able to serve some 40 percent of the children that have been identified as eligible. One of the things we noticed early in the game was that innovative features of the program began to spring up in middle-class schools. I decided to research to discover the extent to which some of the practices and programs and techniques in the comp education program were being replicated outside.

So I tried to answer these three questions in the research. One, are the specialized compensatory education programs being replicated outside of the so-called target area and in nonfunded situations?

Two, has the process of involving the parents, teachers, administrators, in program planning, had any impact in schools outside of the target area?

Three, has the employment practice of specialized personnel, teachers' aides, instructional specialist, et cetera, affected the employment practices outside?

Those were the three questions I was trying to find answers to. You would be interested to know that we studied the impact from vantagepoints. Six different types of schools. One is the saturated school where all the children are part of the project. We wanted to see what impact that school had on the schools around it or the district itself.

Type "B" was a school in which only a single grade was involved in the program. "C" was the laboratory project. That is the more common kind of program where the children are pulled out of a classroom and provided services in a laboratory situation.

"D" was a situation where there are no Federal funds at all, but we know there was some compensatory types of practices taking place. "E" was situations where there was small amounts of Federal funds, but not designed specifically for or allocated for disadvantaged youngsters.

Finally, type "F" were schools in the compensatory education funds having substantially reduced or eliminated, and we wanted to see what projects were maintained in those schools. The results of the study were startling, at least to me.

REPLICATION IN MIDDLE-CLASS SCHOOLS

I was aware that some of the concepts were being practiced in other schools. I had no idea, though, that compensatory education, as we find it, as having a greater impact on middle-class schools and disadvantaged schools. I had to ask why this was so. There seemed to be several reasons. One was that middle-class parents were readily aware of the unique aspects of compensatory education and its impact on the children, the disadvantaged children. So there was a great deal of pressure for putting in things like teacher aides and other concepts.

Another pressure was that teachers beginning in so-called middle-class schools, they began to say, "We want access to some of these new approaches also." So there was a great deal of pressure solicited on the part of teachers.

I think that is an interesting point because in this program in many instances in the beginning the program was superimposed on teachers. Now they were asking for it.

Third, I think the public criticism, generally, of education helped us to look around from the middle-class schools to try to find out what is working and where it is. Four, I think there seems to be a degree of receptivity to change in education now. And people are beginning to say we have to do something a little differently and we looked every place we can and, of course, in those years compensatory education had more money than any other and more programs. The general impact programmatically was in the area of reading. We found that the practices of a variety of practices in reading and the approaches to reading were implemented outside the target area in a way we had not imagined before. We looked at hundreds of schools throughout the State. It is interesting we talked to community representatives in a systematic fashion and they felt that the single greatest impact of compensatory education was the involvement of the participants on advisory committees to help plan the program because we saw a variety of middle-class schools.

Even though normally there has been a great deal of access to the establishment, it was not as normal or structured as the advisory committees. They felt that the single greatest impact was in the area of individualized instruction. For years we in education have talked of individualized instruction and what it can do. It is interesting to note that the mechanism for achieving it was absent. We didn't have the techniques for diagnosing the needs of children, for prescribing for their individualized needs in a classroom situation. They felt that was the strongest impact of all the program offered within the State of California.

READING HAS GREAT IMPACT

Reading in terms of the program had a great impact on language development, including bilingual instruction. The use of teachers' aides—this is a summary—the involvement of the staff in actually planning their own program, the techniques for inservice education, rather than the after-school approach, and so forth, the use of instructural specialists, reading specialists, the influence of minority-group history and culture into the curriculum, and preschool and early-childhood facilities—these were felt by the professionals to have the greatest impact. And, as we found out, these were the things we came on most frequently.

Classroom, class size reduction was an area that moderately influenced middle-class schools, and I think, and of course, it is an opinion that it had to do with the fact that the classroom was smaller in the middle-class schools, so what we tried to do was not to emphasize class size reduction, but put more people in these rooms in order to provide services so that class size did not have the kind of impact that most of us thought it might have had. Let me go into some detail of inservice education; since it had a major impact of it, there were several ways in which the impact manifested itself. One was in development of new instructional materials, especially student development materials and multiethnic materials in the classroom.

Prior to compensatory education in middle class, there was not any of this material. The improvement of specific skills in teaching reading, the kinds of institutes and inservice education that took place for teachers of the disadvantaged began to find their way into middle-class schools.

Changing the expectations of individual children was another impact that we thought was terribly exciting and it manifested itself throughout. The planning of systematic inservice education was another area. Finally, on-the-job training as a concept for teachers rather than after school, the whole concept of relief time and reimbursement of staff, tailored to the particular program was something we found outside of the target area to a large extent. One of the other major impacts was that of evaluation, the assessment of what took place. We were amazed to find that the evaluation techniques and strategies utilized in comp education were now being employed throughout districts, in fact in several districts we found these strategies were required from the district offices for all schools, Oakland being an example; you probably heard about some of that yesterday. The process and concept of involving parents in full planning program is with the professional staff was certainly born prior to comp education. But we have found these kinds of exciting things happening outside of the target area.

We found middle-class parents are now initiating what we call program development task forces to work with teachers and we found that parents are being involved in the classroom in ways that they were not involved before.

There is much more in the way of volunteers, teachers' aides from middle-class backgrounds of middle-class schools. I don't think it is surprising this took place because middle-class parents have always been involved, but to be involved in a systematic way is certainly very different.

The teachers and the administrators, very much like the administrators, pushed for their involvement in planning the program at the local school.

So I think we established a trend there. We know with the comp education a fresh cadre of personnel comes into the public schools. The whole idea of paraprofessionals, the teachers' aides, and so on, all those who were to work with children in many ways expanded the classroom concept to include the community.

TEACHER AIDES

We found in many middle-class schools they were demanding and, in fact, had been able to get teacher aides in every classroom. In many of our middle-class schools in California, we have far more teacher aides outside of the target area than we have inside. Because somehow the districts are able to find the money outside the target area. We are not critical of that; we are saying that it is interesting to see that this kind of impact has taken place.

One side benefit there is that teachers from these schools are communicating far more than they did before. The other kind of personnel that we saw most repeatedly outside was the reading specialists and bilingual specialists. Somehow the district was able to provide these specialized staff to work with children and teachers in situations outside of the target area and I have the statistics for that. Most of these persons worked in what we call learning centers and it is very interesting to see in a school, in a very middle-class or upper-class area where the children are pulled out of the classroom and given the help they need—this shows us affluent children are deprived in various ways also.

Study centers have been set up after school and during the day, and we have seen the concept in some instances they have been more productive than in the target area. Here again, the tutors and tutees are benefiting.

A new position was set up with compensatory education, that is take-home school coordinator, the person who serves as the line between the school and home. I have not anticipated that we would really find these people in middle-class situations. To our surprise we found a great number of them set up. But they perform a very different function. Here they mobilize resources to have an impact on education. They also work in the area of community relations and how to communicate.

In our State, we found particular circumstances which influenced a district's willingness to replicate, I guess, from one program to another. One was the cost of the activity itself. Two was the degree of communication and staff pressure that they were able to exert.

Three was the ability of the district to utilize their regular funds or their aggressiveness in soliciting other funds from private sources. Four was the flexibility of the district and willingness of the district to modify what they are now doing and incorporate some new ideas.

PRESSURES FROM PARENTS AND TEACHERS

We found much of this related to the pressures parents and teachers were able to exert. There are quite a number of other ways in which compensatory education seems to be influencing the program that is less scientific, but one that I would mention is the involvement of industry in education. It is one of the concepts pushed rather hard within the State, that was that we need industry help to perform these functions.

We were very interested to see that in some instances the middle-class schools captured that idea and in fact implemented it very well. So that I think compensatory education really initiated trends in education. It developed models for other programs. It changed the perception for the disadvantaged children, and it certainly has highlighted institutional strengths and weakness.

So from my standpoint it seems the program serves as a first step toward institutional change and reform. I won't go into detail about the types of schools that have the greatest impact, but let me say the school that had the least impact on a district was a school that is most typically compensatory, that is the laboratory, the pullout program effect. There was far more impact from schools that had total populations involved that was sort of a demonstration center where people came to see it.

But where 50 out of 500 children were served, it had little impact in the school or outside of that school, because it usually promoted a great deal of rivalry, and that kind of thing.

So I think this has implications for what we are all about in education and how we plan and institute new programs.

RIGHT TO READ PROGRAM

Finally, I would comment on the Right to Read Program. We have only been on the job for 1 week now to——

Senator MONDALE. What funding does the Right to Read Program have?

Dr. HOLLOWAY. That is to be funded by—we have two tasks, one to utilize the discretionary funds to have an impact on existing funds; the other is to redirect existing programs, Federal and State and local programs in whatever ways we can devise.

The Commissioner of Education committed $20 million of discretionary funds, $10 million from programs now in the Office of Education, and $10 million to come from the New School Management Act bill, if enacted, which means that we will have an opportunity to work——

Senator MONDALE. No problem.

Dr. HOLLOWAY (continuing). In the segregation and reading programs and I think it will be exciting. We also have the charge of discharging $500 million in this program. So we have a coordination as well as demonstration job.

PROGRAM GOAL

We have set a rather high goal—that is, to eliminate illiteracy by 1980. So it is a two-pronged thing: we want to prevent additional deficiencies and, two, we want to prevent the system from producing these kinds of individuals.

Senator MONDALE. Would you submit for the record your definition of what illiteracy is?

How many children in the Nation's school system today are unable to read at an adequate level by the time they leave the system? Do we have a figure for that?

Dr. HOLLOWAY. We have some figures.

Up to grade six, some 7 million children are reading 2 years below grade level, an average of 2 years below grade level.

Senator MONDALE. So by the sixth grade there are some——

Dr. HOLLOWAY. 7 million.

Senator MONDALE. 7 millon reading at the fourth-grade level or below?

Dr. HOLLOWAY. Right.

Senator MONDALE. Dr. Wheeler, would that have been a common occurrence in your area before you started your Right to Read Program? I think you testified that it was——

Dr. WHEELER. Well, I ——

Senator MONDALE. You said in your area 80 percent of the pupils scored below the average level. You do break your figures down, and I think you said 80 percent were below the grade level.

Dr. WHEELER. That is on a reading-readiness test. It is not on a reading test. There is a difference.

I would expect if we had administered a reading test the way we did 2 years later—the test we administered later was not a reading-readiness test. It was——

Senator MONDALE. That was an actual achievement test, wasn't it, that anticipated how he would respond with a decent reading program?

Dr. WHEELER. That is right. It is partly diagnostic, and we try to establish to what degree is the pupil ready to receive formalized instruction in reading.

Senator MONDALE. So your figure, then, is based on reading achievement tests?

Dr. HOLLOWAY. Yes, and that is nationwide.

I would further point out that in the inner city, between 40 and 75 percent of the inner-city children are underachieving from 1 to 4 years, depending on where they are.

Senator MONDALE. Do you have that broken down by minority groups?

For example, I assume the problem is more aggravated where there is a language barrier.

Dr. HOLLOWAY. Yes, and where there is a dialectal problem.

Senator MONDALE. Do you have data on that?

Dr. HOLLOWAY. Yes.

Senator MONDALE. Would you submit as much of that material that you have? We wish to include that in the record.*

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*See Appendix 1, p. 5761.

FUNCTIONAL ILLITERACY

Dr. HOLLOWAY. I will be pleased to provide that.

I was going to point out also there are 15 million adults who are considered functionally illiterate in the United States now. We want to refine our data on that.

But let me give you our definition of functionally literate: "That the individual is able to read at a level that helps him perform a task basic to employment and survival in the society." That is our generalized definition of literacy.

And to know there are 15 million adults—well, we don't know how many are high school graduates and how many are dropouts and how many are older adults that didn't go to school. That information we will be soliciting this fall, because we feel it is crucial to know the percentage of youngsters who leave the schools without reading skills. And we will find that out this fall, because we feel that is just essential to know if we are going to tackle the problem of illiteracy.

As you know, the program was announced almost 2 years ago by the former Commissioner James Allen. But, for many reasons, it didn't get off the ground. So, actually, September will be our initiation date for an actual program of this kind.

TEN-YEAR STRATEGY

I thought you might be interested in the fact that we are drawing up a master plan to achieve this 10-year goal. We have it set out for each year.

We feel if this is to be education's moon shot, we have to have a strategy for getting there. So we will be finalizing——

Senator MONDALE. If we set aside 40 percent of the money of the space program, then you would be well funded.

Dr. HOLLOWAY. You will be interested to know that James Webb is on the Reading Council, the former Director of NASA.

In terms of a particular strategy, we want to attack the reading problem from four different major directions.

One is the redirection of formula money. They have already decided that we have quite a lot of notice. We will redirect other people's money into programs by a variety of means. But the redirection activity seems to me significant, because there is no point—it seems if we learned anything from Comp. Ed., it is that adding a project on top of a mediocre program or an inadequate program will not solve the educational problem.

So I am trying to build into right to read some of my experiences and learnings from California. And one certainly is that the project approach or the bad-data approach—or "cosmetic approach" or whatever you want to call it—really has not solved the problem.

So, in our redirection activities we will hope to change directions for the programs that now fund reading activities from the office of education from State and local levels.

The second thing that we plan to do beginning in September is what we call transition. The moneys that are now—the discretionary money that will be designated as right to read money will be used to help districts change their existing programs and only with the commitment to change that will right to read pay for the transition activities.

We will not again fund another project. The project this time will be the total program of reading and language. So the transition activities will be a major portion of what we will do.

Those will be in situations that Dr. Wheeler indicated don't now have Federal funding or certainly not substantial Federal money. And we know that the youngsters are there and they are very needy.

CHILD DEVELOPMENT PROGRAM

Senator **Mondale**. Are you intending to cooperate with the Office of Child Development?

Dr. **Holloway**. Yes.

Senator **Mondale**. We are hopefully going to adopt a massive comprehensive child-development program as we extend Headstart. If it is fully funded, which it probably won't be, it would be $7 billion a year for these first 5 years of life. It seems it would be a good area for you to be involved in.

Dr. **Holloway**. Dick Orton and I have had initial conversations in regard to how we might work together from the Headstart standpoint. But we certainly do plan to work with all agencies that have anything to do with children and, certainly, language and reading.

SCHOOL BOOKS

Senator **Mondale**. I wish we could get American business to contribute to development of technology for printing inexpensive books, good books cheaper, so these children could bring books home with them.

Don't you think that is very important—to let them have their own books?

Dr. **Holloway**. Yes; and books that they are interested in.

Senator **Mondale**. They would have to pick them. But it seems to me that is very important.

Dr. **Holloway**. I don't know whether you are aware of the fundamental program——

Senator **Mondale**. My wife is active in the program, so I get proselytized.

Dr. **Holloway**. I think that is a good start. But much more needs to be done.

One of the things very basic to right to read is the involvement of the private sector and, in addition, getting industry to set up so-called literacy models on the job for people who work there.

There are a variety of other agencies and associations, like publishers and what have you, whom we have to work with.

Senator **Mondale**. Right. I think in order to get the cost down you have to have a wide range of good but inexpensive literature which the children can obtain either free or for a very modest cost, and they should be able to take it home as theirs.

I don't know. Maybe that is not important.

Dr. **Holloway**. I think it is essential.

Senator MONDALE. It seems that a lot of these children don't have literature to read in their own homes to train themselves on.

Dr. HOLLOWAY. I can't agree with you more that having books available to go home is great. I think the books in the schools ought to go home. But I just don't think there is anything sacred about leaving the books at school.

I think the publishers could make a great contribution here if they would reproduce different kinds of books and for less money.

Senator MONDALE. Yes.

Dr. HOLLOWAY. I don't think the children will ever be able to buy a $5 book. Many of the children's books now are quite expensive.

Senator MONDALE. I think they are now able to sell some good books for 30 to 35 cents.

Dr. HOLLOWAY. Paperback.

"SESAME STREET"

Senator MONDALE. Yes.

What about "Sesame Street" and their new effort to try to move into the reading efforts through television? Is that helpful?

Dr. HOLLOWAY. That program will get underway this fall. The Commissioner has assigned me to work with them. They have had a first preview. They will be field-testing it this summer, hopefully getting some of the bugs out of it.

From the preview, I thought—I had recommendations. But, basically, I feel we ought to utilize the media of TV much more in the teaching of reading.

The Office of Education has put $5 million into the program based upon whether or not they can develop it in a satisfactory way. I believe they can.

One of the things that I am somewhat concerned about is that the program be used by school people as a complementary way of teaching reading.

I also recommended that we establish an adult "Sesame Street." I think there is a great deal we con do in the home for those who may not go out to learn these skills.

There is a great deal we can do in the home with this program.

Many adults will not admit they cannot read. Even if——

Senator MONDALE. It is increasingly embarrasshing to admit that.

Dr. HOLLOWAY. Sure it is. But I think television can really assist us, and many other media as well.

But we are working closely with Mrs. Cooney on the program. It is called "The Electric Company Hour," and it will be aired the latter part of September or early October.

Senator MONDALE. We have set aside in the Senate integration bill $45 million for educational television, to be culturally and ethically utilized.

But I am interested in a recent survey in the Brownsville area that shows that 80 percent of the children watch "Sesame Street."

Mr. ROBINSON. All over the city. So do I—every Saturday .

Dr. HOLLOWAY. One of the things we recommended to the reading program was a utilization program—was that the children who are supposed to watch it actually do. And parents are geared into follow up in some way with what is taking place there.

So we look forward to working with that reading program.

I think the whole media world has great implications for education, and we have to utilize them to help us in the teaching process. I feel very strongly about that.

EDUCATIONAL REFORM

I want to make one final comment.

We will be setting up renewal centers which will focus on changes to be made in the country. That will be a first major effort.

But, as you know, right to read doesn't have legislation at this time, so we are going on administrative authority. But I believe that the program really holds a great deal of potential for education reform, because reading is so basic to everything else we do in education.

Just as comprehensive education influenced middle-class schools, I think the right to read approach, if we are successful—and I believe we will be—can significantly influence the way we teach reading to all children, because many children read in spite of rather than for any other reason what we do in the classroom.

So I am hoping it can reform the way we teach reading to everybody.

Senator **Mondale**. I think the whole effort in the schools will founder unless we can have some kind of observable criteria to judge it by. And the changes that we need in the school system are very difficult to come by unless we have some way of measuring it.

Certainly, reading is not only essential but it would be a good place to begin.

As a matter of fact, if you can't teach a kid to read, I don't know how the system justifies itself.

I think Dr. Clark told us there is evidence that many children come up from the Bahamas and the Caribbean and read better than the children in the classes into which they are placed.

I have to go. We are going to have an executive session for marking up the higher education bill, but I will be right back.

Dr. **Holloway**. Thank you very much.

PREPARED STATEMENT OF DR. RUTH LOVE HOLLOWAY

Mr. Chairman and members of the subcommittee, I am Ruth Love Holloway, newly appointed director of the Right to Read Program, USOE. In my former capacity as Chief of the Bureau of Program Development with California's State Department of Education, I and my staff assumed the responsibility for assisting some 900 school districts in planning and implementing federal and state compensatory education programs. I was asked to comment on three areas today (a) compensatory education in California, (b) research on impact of compensatory education on general education, and (c) plans for Right to Read. On the first two areas, I will be speaking as a professional and in relation to my former work. This is not intended to reflect on official policy statement of the Office of Education.

California is proud of its success in ESEA Title I in that each year some 250,000 children average at least one year's academic gain for one year of instruction. A sizeable number of these children gained in excess of the month per month growth. To fully appreciate such gains we must consider the historical progress of children from economically deprived backgrounds. Usually, the children are behind from the day they enter school and their rate of progress is normally .7 years gain for each year of school. This, of course, means that they are getting further behind the longer they remain in school.

Since the so-called normal rate of growth is one year's gain for each year of instruction, it is apparent that poor children at a distinct disadvantaged.

Briefly, there are several reasons for the degree of success which California's compensatory effort achieved.

1. The Division of Compensatory Education is a separate division within the Department of Education.

2. The federal formula monies were used as discretionary resources. Guidelines setting forth areas for programs were developed. Enabling state legislation set the parameters and priorities for all programs for disadvantaged children. Guidelines included a requirement of multiple services. Each individual was to record instructions in reading, math, and health and nutrition were provided as needed. It was required that his parents were involved, his teachers were given specialized inservice education.

3. The monies were concentrated on each child at a level of $300 over and above the regular district expenditure.

4. Priority placed emphasis on kindergarten through grade six with a longitudinal focus.

5. Technical Assistance was provided to districts in their project. Performance objectives were used to guide activities based on identified needs of children.

6. The state approval process involve an analysis of the program for legal requirements and recommendation for program improvements.

7. Once the projects were operational, a program review and monitoring process was implemented to facilitate adherence to guidelines.

8. Each year the state summarized and reported evaluation from local data to the State Board of Education.

These items accounted for the degree of success which was experienced. However, a continual re-assessment is essential for updating the state delivery system.

Impact of Compensatory Education on General Education

Although, the program served only 40% of the eligible children, the practices germinated in compensatory efforts began to spring up in middle class schools. And so my study undertaken during the 1970 school year focussed on the impact of compensatory education or general or regular education.

Responses were sought from a variety of school districts to three major questions:

1. Are the specialized compensatory programs being replicated outside the target area or in non-funded programs?

2. Has the process of involving parents, teachers and administrators influenced methods of program planning?

3. Has the employment of specialized personnel, i.e. teacher aides, instructional specialists, tutors, home-school coordinated affected employment practices non-compensatory programs?

The research investigation sought to discover the degree of impact or influence in non-funded schools as well as the activities continued in instances of fund-reduction or elimination.

These were the types of schools studied:

School—Type A. (Saturated School Project).—A school located in an intensive poverty impacted urban area which is saturated with total program service. Such schools include entire school populations in compensatory education and both regular and added staff are involved in the program.

School—Type B. (Single grade level project).—Demonstration projects in reading and mathematics operate in selected school districts (14). All such programs are funded at the junior high level exclusively. It is a longitudinal program beginning with the 7th grade, with students in entire grade levels participating in the project.

School—Type C. (Laboratory Project).—The laboratory projects operate in schools in which multiple grade levels are served. Selected children are taken from regular classrooms for short periods of time in order to receive special instruction in a laboratory or "pull-out" situation. It is a common organizational approach in compensatory education.

School—Type D. (Non-federal resources project).—A school located outside the designated target area which has no federal funds but has altered aspects of the school program.

School—Type E. (Limited federal funds project).—A school located outside the target area in which additional federal funds are being used (other than compensatory education funds). The school program has been altered to some extent.

School—Type F. (Program with reduced or eliminated resources).—It is a school in which compensatory education funds were reduced or eliminated and specific aspects of the previous project are still in operation.

Startling results were found. *Compensatory Education concepts and activities seem to be having a greater impact on regular education than on disadvantaged children.* Why is this so? There may be several reasons. Middle-class parents have always had more access to and influnce on public education than low-income parents. Therefore, the pressure which they exert has resulted in programmatic and organizational changes. When such parents recognized the validity and potential of compensatory education for helping their children, they utilized a variety of channels to get the concepts and activities initiated in their local schools. It is interesting to note, also, that teachers in the more affluent schools have observed the new techniques and are requesting many of the activities, equipment and procedures to aide them in the teaching-learning situation. A major difference here is that the installation of a new program is not superimposed upon the classroom teacher, but is the result of her desire and request for it. Contrarily, in many Title I schools, and other projects, the program was handed down from the district office.

Today public criticism is exerting a great deal of pressure on schools to be accountable for their products. In some instances, compensatory education activities are used as limited examples of ways to improve regular programs. Finally, it seems that the education system is exhibiting a degree of receptivity to change. This willingness is manifested in educators, administrators and teachers looking for new techniques and concepts.

Districts are beginning to be willing to restructure existing activities and utilize regular funds, rather than adding on program with additional federal resources.

Specifically, four areas were studied in depth. These included:

1. Attitudes and perceptions toward disadvantaged children
2. Activities related to instruction, curriculum material and teaching strategies
3. The process of involving parents and personnel in planning school programs
4. The employment of specialized staff

GENERAL PROGRAM IMPACT

While each of the four areas studied showed a positive impact on education generally, there were some areas that were very outstanding. The most profound impact was in the area of individualized instruction. For many years, educators have discussed the need to personalize instructional programs. Many factors influenced the slowness with which this apparent need is being achieved in education. Compensatory education seems to have provided the techniques, the procedures and the personnel for designing programs to meet individual needs and strengths of children.

Middle-class schools also borrowed the variety of specific approaches to teaching reading and language development and utilized much of the multiethnic materials piloted in compensatory education.

In terms of total program impact, community representatives indicated that the most significant effect in parent involvement in classroom activities and their participation on local advisory committees in helping to plan the school programs. On the other hand, administrators and teachers agreed that the most significant impact occurred in the areas of:

Reading and language development.
Individualized instruction.
Use of teacher aides.
School staff involvement in program planning.
Staff development or inservice techniques such.
Advisory committees.
Use of instructional specialists, i.e. reading and math.
Minority culture and history.
Preschool and early childhood emphasis

Both professional staff and community representatives, (which included paraprofessionals) indicated a strong impact in the modification of existing curricula, class size reduction, use of student developed materials, multicultural books, and audio visuals aid. Teachers and parents stressed the importance of class size while administrators reported less impact and influence in this area.

One of the primary benefits of ESEA, Title I has been the recognition of the need for private schools and early childhood education programs. Such impetus is not only benefiting programs for the disadvantaged, but have given rise to a new movement for early childhood education for all children. All of these and other innovations attest to the fact that the program for the disadvantaged is indeed aiding the advantaged child.

INSERVICE EDUCATION IMPACT

A close look at inservice education revealed that changing teacher behavior as well as providing resources and techniques for teachers were effective in compensatory programs. Among the element in inservice showing the greatest impact outside of operational program were the following:

development and use of new instructional material.

improvement of skills in teaching reading and math with emphasis on diagnosis.

changing expectations of teachers toward individual instruction.

systematic planning of inservice activities.

on-the-job training, released time and reimbursement for staff development.

Techniques found to be least effective both in target schools and in impact on non-target schools were college courses. Workshops, school visitations and demonstration lessons were frequently replicated.

One of the major requirements of compensatory education is evaluation—the documentation of the relative effectiveness of programs and activities. Systematic evaluation in terms of affect of children was a new and difficult challenge for schoolmen. It was not altogether unexpected that assessing the effect of a program would find its way into the mainstream of education.

With the current accountability thrust, evaluation became a major vehicle for measuring the gains and cost benefits. Stating performance or behavioral objectives of a program is instituted widely beyond compensatory education. In fact, such have become a mandate in some regular district and other federally supported efforts.

The impact of evaluation extends beyond the measurement procedures, but has increased staff accountability for program operation and progress of students. Modification of existing program is based on evaluative data. It would appear that education evaluation may serve as a primary catalyst for change and reform.

INVOLVEMENT PROCESS—PARENTS, TEACHERS, ADMINISTRATORS

The concept of involving parents in the policies and programs of education was as foreign as compensatory education itself. Prior to the era of anti-poverty and compensatory education ventures, school programs were developed by district office personnel. Although middle class mothers have traditionally influenced school curricula and activities in rather specified ways, their interventions were usually informal. Replication of the "involvement process" has resulted in three distinct ways:

Policy and parent advisory committees are operating in non-compensatory education schools.

Middle class parents have initiated program development task forces for curricular planning with teachers.

At the insistence of parents, compensatory education activities are being implemented in non-target schools.

Many middle class parents view compensatory education as a vehicle for initiating innovative practices into their school programs. Another by-product appears to be manifested in the increased communication between lower and middle class parents.

Perhaps the greatest impact of parental involvement relates to the increased accountability on the part of parents for the support of education for children. A joint effort is emerging which defines parents as partners in decision-making and in the lives of their children.

The process of involving teachers and administrators in program planning established a trend. This emerging practice of localized participation by client and practitioner has been aided by educators and the public: especially teachers who want a voice in decision-making.

PERSONNEL: PROFESSIONAL AND PARAPROFESSIONAL

A fresh cadre of personnel have found their way into the public school arena with the advent of federal funds. The entree of paraprofessionals in the classroom has expanded the classroom walls to include the community. The use of teacher aides, community aides has not only changed the role of the classroom teacher, but has helped to improve communication between home and school and found to enhance the achievement of boys and girls. Teacher aides themselves have become interested in furthering their own education, and evidence indicates that their children are performing better in school. Recognition of the willingness of teacher and community aides to further their own lives was met by the enactment of the Career Opportunities Program by the U.S. Office of Education. This is a work-study program for teacher aides. Teacher aides are rapidly becoming a part of the public school establishment. The research revealed that most teachers are requesting the use of aides as long-sought-after helper in crowded classrooms. Aides are recruited in middle-class schools from the multitude of parents who remain home. They are utilized as paid aides and volunteers.

Compensatory education has brought not only extra programs for children, but also additional assistance for teachers. Research indicates that the use of reading, language and mathematics specialists have tremendously increased in public schools with the advent of compensatory education. Such specialists usually work in learning centers where children with special needs are sent to receive specialized instruction on a daily basis. Learning centers are becoming a regular part of school programs. This suggests a recognition that not only are poor children deprived in our schools, but affluent children are also deprived.

Tutors have, in many instances, flooded the education market-place-before schools, after school, during the day and evenings. These young people in an "each one—teach one" kind of relationship are making a tremendous impace on education generally. Many affluent schools have instituted the "study center" idea and are finding that assistance with the academic has resulted in improved achievement, greater self-confidence, positive self-concepts and increased motivation. It is found that tutors, as well as tutorees are benefiting.

A new position of Home-School Coordinator was created in compensatory education's effort to establish a viable liaison between school and community. In schools outside of "target areas," this type of individual is employed and performs a valuable service in communication, intergroup relations and in mobilizing community resources.

CIRCUMSTANCES OF REPLICATION

The study further points out the duplication of such activities and elements takes place over several sets of circumstances and are influenced by the following: (1) the cost of the particular activity, (2) the degree of communication and staff pressure for the initiation of an idea (3) the ability of the district to utilize regular funds or to obtain additional resources, and (4) the flexibility and willingness of the district staff to alter and modify existing program and procedures. In addition to the curriculum staff and involvement procedures that have had a significant impact, such items as the institution of performance objectives, planning programs for individual schools, utilizing help from industry, evaluating programs and modification of them based upon the evaluation data, all seem to have gotten underway through the vehicle of compensatory efforts and are spreading district-wide. Such programs offer an opportunity to test the hypothesis to express new ideas and experiment with new concepts.

WHAT COMPENSATORY PROGRAMS ACCOMPLISHED

It is, therefore, concluded that compensatory education has gone in four different directions. It initiated trends in education; it developed models for other programs; it changed perceptions and attitudes towards disadvantaged children; and more importantly, it highlighted institutional methods and weaknesses. The researcher feels that compensatory education has served as a first step toward institutional change and education reform.

IMPACT BY TYPE OF SCHOOL

The types of schools that have had the greatest impact are those schools in which the total school population was involved in the total program. Such schools tended to serve as demonstration centers and their visibility became well known and established, therefore having a greater spill-over effect on general education. The schools with the next greater impact on general education were those in which a single grade level was served (junior high school) and the impact was felt not only in the school which operated the program, but schools surrounding the local institution. The typical "pull out" program had limited impact on the local school or schools outside the target area. But then, these objectives were to improve education for specifically identified children. Compensatory education, while moderately effective in educating the disadvantaged, is certainly effective in changing education for middle-class children. Closing the gap between the two groups is essential and a strong case is made for continuing compensatory in order to be more productive in upgrading the quality of education for children of the poor. As a result, all children will benefit from the flexible program with innovative features. Constant reassessment, change and commitment are imperative if compensatory education, or any kind of education, is to truly meet the needs of the children.

NATIONAL RIGHT TO READ

The Right to Read as a program will get underway in September 1971. It is emerging as a national effort to eliminate illiteracy.

The National Right to Read Effort is a coordinated endeavor involving all segments of society, public and private, professional and non-professional, to ensure that in the next decade no American shall be denied a full and productive life because of an inability to read effectively. The major goal of the Right to Read Effort is to substantially increase functional literacy. By 1980, 99 percent of the people in the United States 16 years old, and 90 percent of the people over 16, will possess and use the reading competencies which an individual must have to function effectively as an adult. The target group for Right to Read is the under-achieving pupil or the functionally illiterate adult.

The National Right to Read is a program designed to demonstrate, through the establishment of reading renewal programs, effective techniques for the elimination of reading deficiencies and, therefore, increase reading competencies, to assist in redirecting existing reading and reading-related programs, to highlight effective reading activities to inform the public that there is a nationwide reading problem; to determine what changes are required to accomplish the goal; to assist those who need to change to do so; to identify existing resources, public and private, which can be brought to bear on the problem; to make additional resources available.

The Right to Read Effort is not a single reading program or a single reading authority or responsibility for overcoming reading handicaps from the state and local governments and the citizens of the community where the responsibility for education properly rests in this country. It does, however, require national leadership in revitalizing reading activities from preschool through adults.

A major activity immediately will be the finalization of a master plan which will include strategies for achieving the goal of eliminating illiteracy by 1980. Considered education's moonshot, Right to Read endeavors to develop new delivery systems for providing leadership and service to state and local educational agencies.

In terms of strategy, through a variety of reading renewal activities, the Right to Read Program will assist state and local agencies responsible for reading and reading related programs to modify their reading instructional systems and practices. These renewal activities will assist SEA's in developing and implementing a delivery system to local agencies. Reading renewal activities will include: (1) *Redirection activities* in which the Right to Read would identify less than successful federally funded reading programs and design approaches to foster redirection and improvement; (2) *promising practices extension activities* through which promising practices would be up-graded to effective, exemplary programs; (3) *transition activities* in which Right to Read would provide assistance to local agencies not receiving Federal funds to make the transition from their on-going unsuccessful programs to effective programs; (4) *demonstrations* centers in which effective programs and practices for specific target populations and/or specific administrative or organizational structures would be demonstrated and personnel trained to implement such programs and organizational structures in their respective local agencies; and (5) *information and dissemination activities* through which information about the Right to Read program and resource material about effective reading programs and practices would be disseminated throughout the country.

Finally, Right to Read, without legislation, represents a new approach to solving an educational problem. I believe it has much potential for education reform. Just as programs of compensatory education have significantly influenced regular education; it is my opinion that Right to Read will not only improve education of those with reading difficulties, but will substantially change our reading practices and approaches with all children.

(Recess.)

Senator **Mondale**. The committee will reconvene.

The final witness this morning is the chairman of the New York City Board of Education, Mr. Isaiah Robinson. You may proceed.

STATEMENT OF ISAIAH E. ROBINSON, PRESIDENT, BOARD OF EDUCATION, NEW YORK CITY

Mr. **Robinson**. Senator Mondale, the staff of the Select Committee on Equal Educational Opportunity, I am exceedingly grateful for this opportunity to present my views about the crisis in urban education and to present some general thoughts on how to make education more effective, more responsive, and more sensitive to the needs of inner city children.

I may say that my point of view is girded in years of experience as parent advocate for children and therefore it will not reflect the views of my colleagues on the Board of Education of New York City even though I am the newly elected president, first black president in the history of the industry.

John Stuart Mill argued before the turn of the century that one of the horrors that might befall our democratic process is that it should fall victim to the tyranny of class legislation. It is against this statement as a backdrop that I offer my testimony. And I think it will present the major concerns that I have had over the past 15 or 20 years in that regardless of the kinds of money, the kinds of resources, services, or anything else, compensatory education or education in general for minority children in New York City is doomed to failure because of the political reality of New York City.

BATTLEGROUND FOR MINORITY PARTICIPATION

In the past decade, New York City's public schools have become a battleground dominated by the effort of minority parents to achieve participatory democracy in our school system. This struggle has increasingly focused the spotlight on their demands for full recognition of their rights as citizens entitled to an equal educational opportunity for their children. Such demands have resulted in continuous conflict between the minority and the majority communities. And this is where the rub is: when most of the people of the majority community, financially and otherwise utilize all kinds of effort—for compensatory education, for desegregation, and many others—to change the society of the South; but, when it comes home to New York, it's a different story.

SUPPORT FOR INTEGRATED EDUCATION

This conflict started with the Supreme Court decision of 1954 which sought to eliminate the tyranny of caste legislation. All of the schools in the ghettos of Manhattan, Bronx, and Brooklyn were segregated schools. Minority parents marched, petitioned, and boycotted to support that landmark decision under the banner of quality integrated education for all children. What they received was halfhearted pacification measures such as higher horizons, open enrollment, free choice transfers, and school pairings. We started off with 20 pairings and ended up with four and today we have two and I don't know how long they will last.

The positive results of the pilot projects were limited by class caste pressures and resistance in the form of parent and taxpayer organizations; by class legislation in the form of antibusing bills; and by the recognition of public service unions for school personnel. The meager gains achieved through civil rights actions began to evaporate while the retardation rate of students in the inner city sschools increased. The schools were failing the majority of the students. They prepared almost none of these students for college; this meant that almost none would be able to get a job or live a comfortable life. Class legislation and pressure resulted in more walls than bridges arising between groups—black and white, young and old, student and teacher—negating any sense of common humanity

COMPENSATORY EDUCATION

This situation was eased somewhat by the passage of the ESEA Act of 1965. A truce prevailed as minority parents placed their hope on compensatory albeit segregated education. After several years of waiting, hoping, and evaluating, minority parents were shocked to learn that not only did student retardation continue to increase, despite the hundreds of millions of dollars spent for compensatory education, but that the number of segregated schools had doubled.

Here I would say that my first testimony as a member of this new board in 1969 had to do with the Title I. It was discovered that since 1965 New York City has received over $400 million for Title I programs. Taking a track record of youngsters who entered the program the first year and had 5-years' exposure to compensatory education, each case in the six districts of Manhattan prove that all those students were still 2 or more years behind in reading, which proves that something was wrong.

Senator MONDALE. Had the reading levels improved or deteriorated?

Mr. ROBINSON. No. deteriorated. Further investigation showed one thing that we have in New York City, where we have 30 districts, where the money first to arrive in New York City—the introduction of the "more effective schools" then took place. It was determined that this might be one way of beginning to use Title I. Fifty percent of the funds were spent for extra staff for the more effective schools. Over the years the evaluations have shown that the more effective schools have not been any more effective than the less effective schools in terms of achievement. The only thing it did show was that parents were happy and teachers were happy and students were happy because they had smaller class size and all people to deal with what they considered to be problems. But the cost-benefit analysis will prove that the meager gains were insufficient to that expenditure of funds.

Moreover, I thought and still think that Title I funds were to be used for designated children: there was no evidence of that. The youngsters in attendance at the more effective schools were all those poverty children which were also educationally deprived which I thought was a violation.

This is the first year we have attempted now to change that situation, to give the money to the districts, to mount programs for the disadvantaged youngsters identified in that district.

More than half of the students in these schools were made so miserable that they dropped out, filled with despair and rebellion against society. Our educators claimed that these students came from such wretched homes that the schools could not do much to educate them.

The ephemeral truce was broken as minority parents mounted the struggle again for equal educational opportunity for their children, but this time with the demand was community control of community schools. If you followed the press you would recognize what took place in that effort.

The experimental districts, Brownsville and Two Bridges and one other, the struggle to achieve the kind of power of decisionmaking as against the central authority which by law had power and could delegate and did not but made promises that—but that operation started with the understanding that certain powers were vested in governing boards to do certain things, and every time they tried to act, they found they had no power. This ended up in the business of race and name calling and legislation being developed was defeated.

DECENTRALIZATION PLAN

The issue was delegated to the legislature where the tyranny of class caste again prevailed and community control went down to defeat. However, a compromise bill was later passed that provided limited decentralization of schools under the jurisdiction of community school districts. This limited decentralization plan is currently operating in New York City. The problems faced by minority parents, in terms of accountability and responsibility, still remain and only time will tell whether equal educational opportunity can be achieved with the same impediments as before under decentralization.

I say this is limited because the crucial issue in community control and decentralization was the classroom, the productivity of the classroom. While there is limited decentralization, the accountability and responsibility that parents sought in districts cannot be obtained now either because the certification of personnel is still the central function and the districts must take whomever central authority sends for assignment.

The only encouraging thing that I noted was that yesterday the court decided that the board of examiners had in fact discriminated against minorities in its certification practices and therefore all current lists promulgated by that board are stayed, and I think that this is a further direction that they must devise an alternative method for certification that would be more equitable in terms of ethnic groups than the past system.

PARENT AND STUDENT PARTICIPATION

The crisis in urban education today in New York City with decentralization revolves around the same issue as before decentralization and that is the right of parents and students to be involved in the decisions that affect their lives. Prerequisite to effective participation of parents and students, in my opinion, is a climate of mutual respect, trust, and cooperation. Until that trust, respect, and cooperation evolves, the pawns used in the education game will continue to protest the students because schools are not working for them. Parents and teachers will continue to protest because they cannot be effective in their interpersonal relationships with their children and their students whose basic educational needs are not being met by the system.

Finally, how can we make education more effective, responsive and sensitive to the needs of children? The world of young people has become so confusing and is changing so rapidly that it is difficult for them to establish goals or to make career choices. This can be attributed in part to the rapid advances in technology which have eliminated the need for muscle power and even to some extent brain power. The shorter work week has meant increased leisure time for all employees. Therefore, those young people who come through our schools today must be prepared for the kinds of jobs that are available and must be able to use their increased leisure time in ways that provide self-realization and human satisfaction. To accomplish this, the emphasis in education should be based on learning and discovery—not teaching. This means moving away from the instrumental and toward the expressive forms of education. Learning then becomes its own reward. Education then becomes a kind of consumption of time and energy for present gains instead of the expectation of future gains.

To illustrate that, if one took math for example, that is tough at the present time to learn to count, to add, to buy, to purchase, or to be a teacher or accountant or scientists. Expressively, arithmetic could be learned just for the pleasure of playing around with quantities. It should be its own reward.

Putting it another way; dance could be learned because its student expects to go through a whole prescribed course of study to some day hopefully to become a professional dancer or it could be learned to enjoy one's self today. Therefore I think expressive education would be its own reward instead of the postponement of the day when all of those tortures we have been put through will maybe pay off. Education then becomes a kind of consumption therefore.

The fulfillment of course requirements could, then, be met through a variety of forms—such as independent study, field studies, work experience, community service, comprehensive examinations, and special projects. By developing the curriculum around dual-purpose programing, the student could be directed toward both continuing education and occupational preparation. This expressive approach to education would place greater emphasis on finding, managing, using information, and will place less emphasis on pure memory, thereby eliminating the necessity for cheating.

If one, I think, took a good look at our current society in terms of the corruption in all institutions, in terms of the cheating while we practice one thing and preach another, it could stem from inculcation of this value that it is right to cheat if you are not caught. The thing is to succeed.

EMPHASIS ON MEMORY

Our schools are placing an emphasis upon memory of facts that may be useful or not, where there is no enjoyment or utility at the moment. We encourage cheating in this way. Students are liberated from the fear of failure and the pleasure of learning becomes the goal. Our schools would then come alive while producing more creative, happy, and successful students who will become productive citizens because of their invaluable experiences acquired while obtaining an education that prepared them to live in a truly democratic society.

Senator JAVITS. Mr. Chairman?

Senator MONDALE. Yes, Senator Javits.

Senator JAVITS. Mr. Chairman, it gives me enormous pleasure to welcome Dr. Robinson who is the president of our New York City Board of Education—literally just appointed—who has already shown an enormous leadership in the field of education.

I must apologize to him in that both Senator Mondale and I have been heavily engaged in reporting out a $15 billion higher education bill which will help everyone. Hence we were late. But I would like to express for myself a great pleasure in having you here. I think what your testimony does is fortify this special committee.

We are engaged in quite a struggle to get $1.5 billion that is provided for in the President's budget for inadequacies of educational opportunity attributable to racial separation. How to do that is a big struggle. The way we wish to do it is exactly the way you have outlined it, that is by striving for educational excellence.

And I would be much fortified—as I am sure our chairman will be much fortified in this struggle which may develop indeed into a sharp difference between the two Houses of Congress—by your testimony.

Our system is the biggest and the most difficult for the reasons which are so very well known. And therefore this kind of supporting testimony as I said, Mr. Chairman, will be very helpful.

Thank you.

Mr. Robinson. Would you agree, Senator Javits, that any of the guidelines in Title I create racial isolation?

Senator Javits. I believe that what has been the absence of a real evaluation of how Title I money is used, and the failure to set the guidelines under which it should be used, have contributed rather than diminished from the magnitude of this problem.

What breaks my heart even more, considering how hard Senator Mondale and I and others work to get these appropriations, is that we don't make sufficient effort in the Federal Government guarding these funds to be sure that when they pour out of here they really are helping disadvantaged children.

This is a very, very serious trouble we have and testimony like yours is very helpful in bucking us up and giving us the basic material with which to fight the battle.

Senator Mondale. Thank you very much, Senator Javits.

Senator Javits. Thank you.

Senator Mondale. I was interested in the difference between your testimony and Dr. Wheeler's. I suppose when people march in streets today concerning schools, the matter usually carries one of three slogans, integration, money, or community control. And I notice particularly in central city administrators not an abandonment of the cause of integration but a feeling it is not likely to be achieved.

You point out in New York City in the last 5 years racial separation has dramatically increased, and I assume the same is true in Kansas City, throughout the country, except in the South where the courts have forced some desegregation. In the last decade this racial separation seems to be dramatically increasing.

Mr. Robinson. That is right.

Senator Mondale. Then we hear the plea for money. We heard that plea from Dr. Wheeler. We have heard it from many others. You know, if we could just have more money to compensate children for the way they have been cheated in terms of economic disadvantage we could equalize this thing.

Third, the plea is community control. And sometimes some of the more gifted touch all of them in one way or another, but my impression was that your testimony is basically a plea for far more meaningful authority and involvement by parents and children who are attending schools in problems that are affecting their education.

Mr. Robinson. I don't think we have a fundamental disagreement. I didn't talk against more money for compensatory education because it is my feeling——

Senator Mondale. But you did say the More Effective School system failed in your opinion.

Mr. Robinson. It is my opinion in one of the school districts there, if we got additional money it would operate almost the same as it had in the past. Each school would probably fight to get one program in one class and in that school you would probably have a coordinator of that program of that one class, the districts will probably have another three coordinators and two or three assistants of the different schools and at central headquarters would be a fabulous staff to handle all the schools. The end result would be that most of the money as in the capital programs would be drained off for administration and little is left for education. That is my concern.

My testimony before in terms of Title I is that 90 percent of the money went to teachers' salaries and then you have the built-in problem of union contracts so that any program, educational, must be used where teachers are certified and recognized as teachers. You cannot use outsiders regardless of competence. You must use city schoolteachers and that carries a special price tag, and working weekends means additional overtime, and the money I think is wasted.

I am concerned primarily at the present time with cost benefit analysis for programs, compensatory or regular programs. I don't know of any city that so far has developed the ability like an industry would do, the cost of producing a product and getting rid of the fat and all the other wastes.

We have many programs in New York City, compensatory education programs. In fact I think we might be the leader in providing them but they never spread for the benefit of all the youngsters. And Dr. Wheeler mentioned the fact that programs start and are not continuous so we have no articulation from one grade or level to another. And no follow through to find out whether or not the money spent had any appreciable difference in the achievement of the youngster through high school as it may have had when he started in prekindergarten.

Senator MONDALE. Now in your highly prestigious position, you are the chairman of the board of education in New York City, do you feel in this powerful new position you can shake the system up?

LIMITED POWER OF SCHOOL BOARD

Mr. ROBINSON. My preface pointed out the fact that we have special political interests that operate in New York City and the board of education like most boards does not really control the system. It is a policymaking body and it can use its persuasive powers to do some things through its leader.

Where legislation is needed it must go to Albany. Invariably the powers of the unions and its supporters through other unions in the city defeat us. So the flexibility sought even in legislation is almost impossible.

Senator MONDALE. So you see the importance of being involved in the board, but you are under no illusions that you are actually in charge of the system.

Mr. ROBINSON. That is right. I think it is real from your point of view.

Senator MONDALE. How much power do you have?

Mr. ROBINSON. The new law gives us two powers: one, to make policy; two, judicial power, to hear appeals of violations of those policies and appeal mechanism, from students, parents or staff. And that is all.

The operational powers under the new law are given to the chancellor and community districts.

Senator MONDALE. I had lunch with Rev. Milton Galamison, who I think is no longer on the board. He went to Boston, and this was during the Brownsville——

Mr. Robinson. The whole hassle for desegregation.

Senator Mondale. When I asked, "Why all the troublemaking there?" he responded with something like, "Senator, there is nothing they can do to hurt that school. Any change has to be an improvement."

This was a statement by a member of the board of education, in great resignation and despair over what those schools were doing to the children of that area.

Mr. Robinson. You mean Brownsville.

Senator Mondale. Yes.

Mr. Robinson. I think it is still the same. Until that political problem is settled I don't think it will change. The opinion is that if the schools were closed 1 year or 2 the kids will not miss too much. They are still in the lowest in the State, and probably in the Nation.

COMMUNITY CONTROL

Senator Mondale. We had a witness here yesterday, Dr. Gittell, who discussed that brief experimental period where the Brownsville school district was controlled by a board in an operation which had distinct authority as opposed to this token decentralization of today. There was evidence of far greater parental involvement, a whole host of innovative programs were undertaken, and the children were doing substantially better in the administered tests. It was her opinion at least that helped to prove the need for community control.

Mr. Robinson. I agree to some extent. They never had complete authority to do anything. They were under the illusion that they had. Now to operate a program in a district one must, of necessity, have the resources to do it. If you start mounting programs and are frustrated because you must rely on central headquarters for delivery of equipment, books, supplies, et cetera, the delivery of approval of sites for programs, renovations, and all of these things, while there were successes in the move, by and large their frustrations with the battle between them and the central authority is upon the understanding of what their authority really contains. And so, every district, including 201, had the same problem of starting a program under Title I, or any other program where the law says you start July 1 or September 1, and by the time you have the thing off the ground it is now March. And the program really becomes effectively operative in March and you have only 2 or 3 months.

Now you have to evaluate for a year of expenditures because that is the year the money started. Most of the thing is built in fighting and trying to get the resources to do the work and going through the bureaucracy for the delivery.

The flexibility needed is the ability to go to the local places and put it on order through the board or whatever, and have it delivered. There is no point in waiting while a supply department claims it is piled up on orders and they make a delivery 1 year later.

So these are the problems and it is all tied into the union problem. Each union has its vested interests and in the supplies you have their union and every other area has its unions and they are all tied in together, even the construction, into one mass. If you can break through that I would say you could get down to really thinking about education because they all impinge upon that classroom.

Senator **Mondale**. That is very encouraging.

Dr. **Wheeler**. Senator, I don't know whether it is proper protocol to make a comment.

Senator **Mondale**. By all means.

DELIVERY OF FEDERAL FUNDS

Dr. **Wheeler**. I want to add that in addition to the cumbersome machinery—this is by the way typical in most large districts—the problem is enhanced by the timing of the allocation and appropriation of processes at the Federal level.

Senator **Mondale**. Oh, yes.

Dr. **Wheeler**. We had an improvement last year by February of last year which is approximately a month past the beginning of the second semester. It wasn't February, maybe it was April, but I did notice there was some slight improvement.

Senator **Mondale**. Right.

Dr. **Wheeler**. We had received the final allocation so we knew the total amount of money that we would have to support compensatory education programs. It has been even in April—when school closes now in June—and it is difficult to plan when you don't know the amount of money that you will have.

Senator **Mondale**. Finally, we broke a record this year, getting out the education appropriation. We have been having a big fight with the President over whether we will spend money on school children and we won a little of that. We got the largest appropriation, it is totally inadequate, but this year the President signed it and that will help a little. There is no question the Congress is always very interested in this field.

I wish to thank all of you for your participation.

At this time I will include an article from the New York Times for the record*, we had some Puerto Ricans testify about this. Also, I will place in the record at this point the prepared statement of Dr. Louis Monacel, who was unable to present his testimony in person.

(The statement follows:)

PREPARED STATEMENT OF DR. LOUIS D. MONACEL

I. Introductory Statement

Mr. Chairman and members of the committee, I am Louis D. Monacel, Assistant Superintendent in charge of the Office of Federal, State and Special Programs of the Detroit Public Schools of Detroit, Michigan. I am pleased to have this opportunity to present to the Senate's Select Committee on Equal Educational Opportunity information on Compensatory Educational Programs, conducted by the Detroit Public School System.

The Federal Government, and to a more limited extent the State Government of Michigan, has for several years provided the only significant funds that the Detroit Public Schools have had for program improvement. Funds awarded to the school district under various acts have made possible a concentrated attack on the problems of education for the economically and educationally disadvantaged children of our city. Indeed, the funds received have provided the only dollars available for the kind of research necessary for program development in the area of compensatory education. A major difficulty that has been encountered is that the allocation of funds has only permitted the mounting of programs that must still be described as "pilot" or "model" programs.

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*See Appendix 3, p. 5799.

The financial plight of the urban school districts is well known to this Committee. For the record, I would describe briefly the serious situation facing the Detroit Public Schools at this very moment. This fiscal year the school district accumulated a deficit of almost thirty million dollars. This deficit was reduced by some ten million dollars through engaging in the undesirable procedure of reducing teaching staff in the spring of 1971. The School System in September of 1971 will undoubtedly start the year with a deficit in the neighborhood of twenty million dollars only to have that deficit increased by newly negotiated personnel contracts and other "cost of living" factors. Thus a fiscal dilemma of enormous proportion continues to face this large urban school district.

The millage on property tax, now a major part of the support of the Detroit schools, will expire in November of 1971. Funds from this millage will last until June of 1972. In the period between now and June of 1972 the Detroit Board of Education will undoubtedly present a new millage proposition to the voters to simply maintain existing levels of service to pupils, fearing that a seriously increased millage is absolutely doomed to failure. However, the probability of failure of even a "maintenance-of-existing-effort" millage is high. Unless alternative funding is developed the educational picture in Detroit will change from bleak to catastrophic—all at the expense of kids. The Detroit situation is typical of most of the large city school districts. The only difference is a matter of degree relating to numbers of pupils and the rate of decline in local taxation.

The need then, simply stated, is for more dollars, *first of all* to maintain the basic support required by a large school system *but additionally:* 1) to expand compensatory educational efforts showing promise by virtue of sound evaluative data and, 2) to initiate still more innovative program models that have been delayed only for lack of funding support. A standing recommendation of the Detroit Public School System has been the full funding of legislation which contains adequate authorization but for which inadequate appropriation bills are enacted.

In order to provide this Committee with the full picture of compensatory educational programs serving public school pupils in Detroit a collection of materials is herewith attached and submitted as my testimony. The package contains the following sections:

I. Introductory Statement.

II. Historical Development of Compensatory Educational Program in the Detroit Public Schools With a Focus on ESEA Title I (Recommendations related to Compensatory Educational programs in Detroit are included).

III. Evaluation Summary of the Effect of Compensatory Educational Programs Serving Pupils in Detroit Public Schools.

IV. Recommendations Made to the U.S. Office of Education by Representatives of the Detroit Public School System—December, 1969.

V. Related Information.

A. Summary of Special Program Components in Selected Detroit Public Schools—1970–71.

B. Study of Elementary and Secondary Education Programs and Needs—A Report to the Committee on Education and Labor of the U.S. House of Representatives delivered by Former Superintendent Norman Drachler, Detroit Public Schools.

I trust that this material will serve to better inform this Committee of the progress of Detroit's compensatory educational programs as well as the concerns and needs still experienced by this large urban school district. As a consequence I hope that the work of the Senate Select Committee on Equal Educational Opportunity will be facilitated.

II. HISTORICAL DEVELOPMENT OF COMPENSATORY EDUCATIONAL PROGRAMS IN THE DETROIT PUBLIC SCHOOLS WITH A FOCUS ON ESEA TITLE I

A. OPENING STATEMENT

Detroit, like all other major cities in the United States, for decades has had families whose children have not been successful in the Detroit Public Schools. The complexity of community, home, and school conditions in the ghetto have historically placed extraordinary pressures on people and on institutions. It is not believed necessary to fully develop the causative aspects of the problems of the ghetto. It is most necessary to admit that the major school systems in the United States, including the Detroit Public Schools, have not been fiscally or educationally equipped to meet the multiple needs of inner-city residents. A decade ago, the problems were severe but were seemingly invisible because of a largely black community that was frustrated with a sense of total hopelessness. The community also was voiceless. Today, many of the same problems remain but the same community is no longer mute. Instead, the frustration now manifests itself in great and demanding rhetoric. The current verbal ability to demand sound education and housing and employment now most easily can turn to physical rage, exemplified by the 1967 disorders in this city. The Detroit Public Schools have long embraced the concept that states and the Federal government must provide vast amounts of program money in order that local school systems can meet the demand and right of all citizens to acquire educational excellence for their children. Thus, the school district was engaged in experimental compensatory educational programs with its own budget and with the help of various foundational institutions as early as 1959. In 1964, the Detroit Public Schools attempted to assume national leadership in enjoining with the legislation provided under the Economic Opportunity Act to continue and enlarge compensatory educational programs for the disadvantaged. In 1965, the Detroit School system was ready to launch programs as massive as the Elementary and Secondary Education Act of 1965 would allow.

The various titles of the Elementary and Secondary Education Act of 1965 have provided an opportunity to focus more directly on the problems encountered during the nine-to-three school day. In April and May of 1965, the Program Development—Special Projects staff met with every school principal and with as many community groups as possible. The provisions of the Elementary and Secondary Education Act were explained to these groups, and it was suggested that it was "dream time". They were asked to meet with their school staffs and parents and to submit their ideas on how they could "make the most significant difference in the lives of their children", whether disadvantaged or advantaged. Over one thousand such ideas were received. These were then categorized and sent back to representative committees from each high school constellation in the city.

These committees consisted of administrators, teachers, parents, and community people. They then assessed priorities to the categories of dreams and ideas which had been submitted.

B. THE EVOLUTION OF COMPENSATORY EDUCATIONAL PROGRAMS IN THE DETROIT SCHOOLS—THE GREAT CITIES PROJECT

The Detroit Public Schools began, in 1959, a three-school experimental compensatory educational project called the Detroit Great Cities School Improvement Project. A year later, the Ford Foundation provided some support to the project and it was then expanded to seven schools, one senior high school, two junior high schools, and four elementary schools. The basic ingredients of that project were the addition to the staff of:

1. a school-community agent, as the liaison person between the school and the community,
2. a reading consultant for dealing with the problems of reading, both in the remedial and in the in-service training sense,
3. additional visiting teacher service,
4. the community school concept, where the school was kept open evenings, weekends, and summers for enrichment, remediation, and leisure activities for children, youth, and adults of the local community,
5. curricular modification, primarily as a result of the community involvement in the school program, and through in-service education of the local school staff.
6. additional supplies, equipment, and materials to compensate for the lacks in the lives of these children and to reinforce the teaching staffs,
7. a school fund to supplement the normal requisitioning and purchasing allotments.

Funding levels for the Great Cities School Improvement Project are indicated in the chart that follows:

DEVELOPMENT OF THE GREAT CITIES SCHOOL IMPROVEMENT PROJECT—DETROIT PUBLIC SCHOOLS—1959 THROUGH 1971

Date	Number of schools	Detroit public schools	Ford Foundation	EOA	ESEA Title I	Total
1959–60	3	[1] $135,000				$135,000
1960–61	7	143,500	$135,900			279,400
1961–62	7	189,500	185,800			375,300
1962–63	7	238,100	137,200			375,300
1963–64	7	298,600	76,700			375,300
1964–65	27	265,460		$1,363,850		1,629,310
1965–66	178	262,460		2,790,335	[2] $11,999,074	15,051,869
1966–67	178	385,478		2,027,920	11,221,537	13,634,935
1967–68	178	475,600		942,612	11,281,162	12,699,374
1968–69	178	468,491			10,460,289	10,928,780
1969–70	126	[1] 470,000			13,838,048	14,308,048
1970–71	126	[2] 450,000			15,400,413	15,850,413

[1] Estimate.

[2] Included in Great Cities Project Title I funding amounts are many more program components and strategies than those listed in the text just preceding this chart, e.g., work study programs, camping, etc.

In the 1964–65 school year, the program was expanded in content as well as in number of schools receiving service. Funds received by the Detroit Public Schools from the Office of Economic Opportunity (OEO) supported this expansion. OEO funds provided from the several titles of the Economic Opportunity Act of 1964 presented the opportunity for the development of additional programs designed to support the activities conducted by the Great Cities School Improvement Project. These are described in the section of this paper titled DETROIT PUBLIC SCHOOLS AND COMMUNITY ACTION PROGRAMS.

C. DETROIT PUBLIC SCHOOLS AND COMMUNITY ACTION PROGRAMS

In November of 1964, in cooperation with the Mayor's Committee for Total Action Against Poverty (now known as the Mayor's Committee for Human Resources Development), six Community Action Programs were initiated and operated by the Detroit Public Schools:

The School Community Project in Disadvantaged Areas (Great Cities Project—20 schools)
The Extended School Program (33 schools)
The Pre-School Child and Parent Education Program (10 sites)
The Assistant Attendance Officers Program
The Intra-Mural Physical Education Project (4 schools)
The Child Day Care Study Center (Planning Process)

In 1965, the following programs were added under EOA funding:

In-School Youth Work Training (Senior High School—Spring-summer 1965)
Project R.E.A.D. (*R*emedial *E*ducation for *A*dults)
Project Head Start (for the child about to enter Kindergarten)

For the school year 1955–66, almost all of these projects were refunded and others added, such as an expansion of the Extended School Program to 51 schools, School Health Coordinator, School Volunteer Service, Program Development, Developmental Career Guidance (with Wayne State University), and a Pilot Project to Train Teacher's Aides.

D. THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965 (AS AMENDED)

Key to the continued development of new programs and the expansion of existing ones was the advent of the Elementary and Secondary Education Act of 1965 (ESEA). In the first year of funding (1965–66) under Title I, the following programs were developed and funded:

Communication Skills Center
Basic Reading Demonstration
In-Service Training (Project F.A.S.T.)
Program to Continue Education of Girls Who Must Leave School Because of Pregnancy
Cultural Enrichment

In-School Youth Work Training (Junior High)
Discretionary Development Fund For Disadvantaged Schools
School Service Assistants
Program Dissemination
Program Evaluation
Pre-School Child and Parent Education
Operation GO
Job Upgrading
Educational Television
Equipment, Materials, and Supplies
Summer School
Outdoor Education and School Camping Experience

Involvement in ESEA meant that the Detroit Public Schools could now speak to a variety of needs that had heretofore gone unmet. More of the most disadvantaged students received much-needed compensatory educational services, teachers in ghetto schools received in-service training aimed at the special needs of their students, and parents became involved in school affairs as paraprofessionals, members of Project Councils and other activities not previously possible with limited school funding. This initial funding of Title I programs in the 1965–66 school year has paved the way for additional programs funded through other titles of ESEA. These programs can be listed as follows:

ESEA Title II.—Library Books and Materials for Local Schools Professional Library.

ESEA Title III.—Neighborhood Educational Center—Language Arts-Mathematics Achievement Program in Four Elementary Schools; Computer Managed Instruction in Elementary Mathematics and Reading; Excellence in Science Project in Senior High School.

ESEA Title V.—Decentralization Planning.

ESEA Title VI.—Detroit's Multi-Faceted Special Education Project—Psycho-Social Teams; Staff Recruitment Services; Pre-School Experiences for Special Children; Service to Pre-Schoolers with Language Disabilities.

ESEA Title VIII.—Prevention of School Dropouts

E. MODIFICATIONS AND REDIRECTION OF TITLE I COMPANIES

The large umbrella of component program services that was developed for the 1965–66 fiscal year under Title I provides the opportunity to view an array of programs all soundly conceived and directed toward the alleviation of pupil deficiencies, as well as improvement of their skills and enrichment of their experiences. However, this approach contained the major deficiency of the low funding element per component. Thus, these programs spread over the lives of thousands of children reduce the number of dollars expended per child thus finally weakening the total impact per child. In an attempt to provide concentration of effort in order to gain maximal impact per eligible child in the school district, a reconstruction of the Title I programs was begun in 1967–68. All of our eligible schools were categorized as A, B, or C schools. This categorization related to the total percentage of eligible children per school. Thus, an A school received maximum services, a B school moderate services, and a C school minimal services.

In 1969–70 service to C schools was discontinued in favor of further concentrating services within A and B schools. Conceivably, then, program impact will be increased through service to a reduced number of eligible children in the remaining A and B schools. This means that 52 fewer school attendance areas or target areas (126 schools vs 178 previously) now receive Title I programs.

Within a given A or B school, the services available are rendered only to those students who have multiple educational handicaps. That is, a student must meet at least three of the following criteria in order to be served:

1. one or more years retarded in reading achievement,
2. one or more years retarded in mathematics achievement,
3. a minimum of ten days absence per semester,
4. one or more years overaged in grade placement,

5. one or more police contacts,
6. three or more school counselor contacts for disciplinary action,
7. member of a low-income family.

In the course of 1971–72 program planning it is anticipated that where indicated, modification will be made in these criteria. Some further refinements have been suggested.

In determining whether or not a student is eligible for service, the "degree" of eligibility within each criterion must be taken into account. For example, a student wth 12 days of absence and a student with 20 days of absence both meet that criterion of eligibility related to absenteeism, but if service must be limited, the student with the greatest number of absences (20) must be ranked as first to be served.

It would seem that with criteria such as these, only a very few students would be eligible for service, but this is not the case. Perhaps, surprisingly, the massive nature of educational retardation and economic deprivation makes an overwhelming percentage of the students in almost all "A" schools and many "B" schools eligible. A review of the achievement scores from these schools will bear this out. (See attached chart*—"*Correlation of Pupil Avhievement with Economic Conditions of Family in 35 Title I Schools*)

Moreover, Title I school attendance areas in Detroit, ranked only by one factor—concentration of pupils from low-income families—demonstrates again that for only the one criterion of low income, large percentages of students require special service. Add to this the other handicaps of poor achievement and frequent disciplinary contacts, and the number of pupils needing compensatory educational service in the Detroit Public Schools is vast.

F. ADDITIONAL COMMENTS AND RECOMMENDATIONS RELATED TO TITLE I AND OTHER COMPENSATORY EDUCATIONAL PROGRAMS

Philosophically, those who have responsibility for planning for the so-called educationally disadvantaged in the Detroit Public Schools are in agreement with the need for greatly increased per pupil expenditures, while maintaining the basic per pupil expenditure level established throughout the district. Put another way, DPS school officials have no problem with the concept of disproportionate funding of pupils, disadvantaged vs advantaged. But local officials do have a problem with levels of total funding which generage insufficient resources for the *total number* of educationally retarded pupils who absolutely must have compensatory educational experiences.

Consistent with the modification and redirection of Title I components has been the development in 1967–68 of a program of class-size reduction and staff in-service training in 35 schools having pupils, almost 100% of whom are educationally disadvantaged. This redirection of Title I money was only accomplished through the serious reduction of other Title I programs with high potential. As a result of this development, thirty-five elementary schools, in the heart of the inner city and housing pupils with the highest degree of deprivation, are enjoying class-size reduction to a maximum of twenty-five in grades kindergarten through two.

Though programs are being modified, these modifications are not made easily. Indeed, they are made with great difficulty and generate many problems for those responsible for their implementation. For example, to bring about the "35 School Program" alluded to above, at least one promising program—Communication Skills—was reduced by two thirds. Since this modification in 1967–68, other high potential programs have also been diminished or discontinued in the interest of redirecting and concentrating effort. The "After School Enrichment and Remediation Classes" represents another example.

Each of our Title I programs serve as excellent models and have strong support among community groups as well as through the various Title I Project Advisory Councils. Any attempt to meet a higher priority local need through redirection and concentration of monies at the expense of a given program elicits a vigorous and serious protest from clients and community who have a vested interest. Thus, for example, a minor reduction in the *Program to Continue Education for Pregnant Girls* is met with angry protest from many citizens and clients. Even though citizens are now demanding a "reduction-in-class-size-inservice training" thrust on the one hand, they insist, on the other hand, that this must not come about by the curtailment of promising programs. These problems, in the absence of additional funds, remain with the local school district.

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*See page 5608.

Massive expansion of Title I of the Elementary and Secondary Education Act and other compensatory education legislation would enable the school district to maintain its specialized programs and expand them. It would also allow the development of ideal conditions in the local schools with high concentrations of eligible children toward the acquisition of significant academic achievement gains. This school district has courageously moved in many directions on behalf of its total student body and on behalf of its inner-city citizenry. This leadership has led to Detroit's current dilemma, demonstrated by willingness to improve in every educational direction and the lack of fiscal wherewithal to continue to expand and to more forcefully and fully develop its programs.

Of serious concern to those who develop, operate and receive services from Detroit Public School special programs is the decrease (relative decrease in some cases) in funding level of these programs. The Detroit Schools no longer receive the $2,000,000 once provided by OEO for the Great Cities School Improvement Project. Funds totaling approximately $700,000 for the DPS involvement in the local Concentrated Employment Program (Urban Area Employment Program, employing and training 165 paraprofessionals) have been withdrawn. The funding of a very successful Model Neighborhood elementary reading program may suffer a 75% curtailment for the 1971–72 school year.

Other factors complicate these money losses. Program costs increase at least 8–10% each year. This means an 8–10% increase in funding from year to year is necessary just to maintain existing levels of service. The number of students eligible for and requiring special educational service increases year by year. Pilot projects which were designed to demonstrate effectiveness need to be expanded. The realization is upon us that larger amounts of money per student are necessary to make differences in students' lives. This fact begs the concentration of limited resources on fewer and fewer students. As a result, many students with serious educational needs go unattended.

The role of the paraprofessional in the Detroit Schools is critical. Some 2000 individuals employed in and out of the classroom have become key staff members; as essential to the smooth operation of schools as professional staff. Funds for the development of training programs and "career ladders" for paraprofessionals is a must. What is more, paraprofessionals are now organizing and developing bargaining units as formidable as those of teachers, administrators and other personnel. Where redirection and concentration has cost paraprofessionals their jobs, a disservice is performed in behalf of children as well as the adult paraprofessional. Needless to say, such a move creates problems.

All of these factors have added up to one thing—severe demands being placed on limited funding resulting in unfortunate major modifications and cutbacks in all special programs. Inasmuch as these programs are essential to the prevention of educational deficits and improving student academic performance and behavior, it is critical that immediate attention be given by the Federal Government to increased levels of educational program funds to meet the new and ever increasing challenges to urban education.

Detroit's experience of the past few years in special programming indicates that to bring about a more significant degree of improvement in the academic performance of students and to prevent the accumulation of educational deficits in children, more attention *must* be given to the provision of additional services to students *during the school day*. Furthermore, funds for services to students must be provided in quantities far in excess of the existing per capita allocations common to most urban school systems.

When the DPS began developing and operating special educational programs sponsored by the OEO in 1964, program guidelines prevented the utilization of funds for student activities and programs during the school day.

After school enrichment and remedial interventions, therefore, were emphasized as a fundamental vehicle for the involvement of students. Though many rewarding educational programs were mounted under this structure, experience suggests that a greater impact on student performance and behavior can be realized by the development of programs to involve students, teachers and parents *during the school day* rather than after. One of the important features of ESEA Title I, for instance, lies in its adaptability to meet local school needs *during the school day*. As was indicated, this was not possible with OEO funding. Detroit, for instance, has been able to provide services such as Reading Coordinators, Reduction of Class Size, special supervisory personnel in the person of Staff Coordinators for Elementary Schools, Communication Skills Centers, and Experimental Reading Programs as "during the school day" activities. Students who desperately need assistance and who, for one reason or another are not attracted to after-school activities, are able to be helped.

What follows are charts and graphs showing relevant information regarding ESEA Title I in Detroit.

CORRELATION OF PUPIL ACHIEVEMENT WITH ECONOMIC CONDITIONS OF FAMILY IN 35 TITLE I SCHOOLS

School	Percent of children from low-income families	Percent of students in bottom quartile of Iowa test of basic skills (lower 25 percent)
George	99	62
Hillger [1]	50	56
Jones	60	63
Joyce	55	59
Kennedy	90	85
Kennedy Annex	85	82
Lincoln	95	78
Marcy	55	66
Maybee	90	60
Monteith	80	65
Moore	80	61
Nichols	70	88
Norvell	60	81
Alger	55	60
Balch	80	64
Breitmeyer	60	68
Burton	75	50
Campau	70	68
Campbell and Annex	75	79
Chandler	60	66
Chaney	95	68
Couzens	55	73
Dwyer	55	66
Edmonson	90	68
Edmonson annex	90	68
Foster	75	66
Franklin	55	56
Palmer	75	51
Pingree	55	68
Scripps annex	70	90
Trowbridge	60	71
Williams	70	68

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[1] All schools are classified as "A" schools with the exception of Hillger—which is classified as "B".

DETROIT PUBLIC SCHOOLS, ELEMENTARY AND SECONDARY EDUCATION ACT—YEARLY FUNDING LEVELS

	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
Title I: Educational programs for disadvantaged	$11,999,074	$11,221,537	$11,281,162	$10,460,289	$13,838,048	$15,400,413
Title II: Library materials and supplies	705,476	712,195	1,069,275 37,000	581,610	510,186	954,734
Title III:						
Supplementary educational centers and services			[1] 20,722	[2] 2,500,000	1,194,000	1,560,000
Adult education (ESEA amendment to title III)		244,767	648,776	501,519	313,338	349,425
Title VI: Education of handicapped children			155,338	225,819	267,489	276,439
Title VIII: Dropout prevention					[1] 20,000	500,000

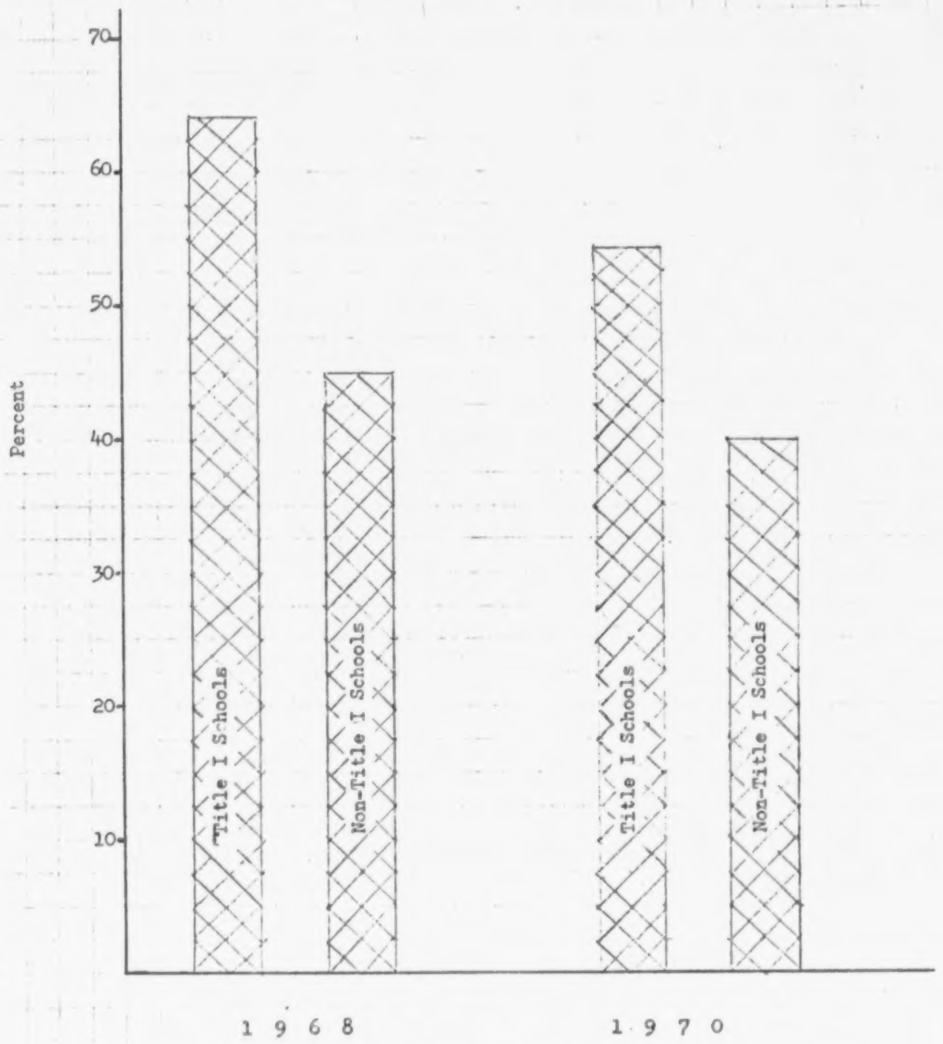
[1] Planning. [2] NEC.

III. EVALUATION SUMMARY OF THE EFFECTS OF COMPENSATORY EDUCATIONAL PROGRAMS SERVING PUPILS IN DETROIT PUBLIC SCHOOLS

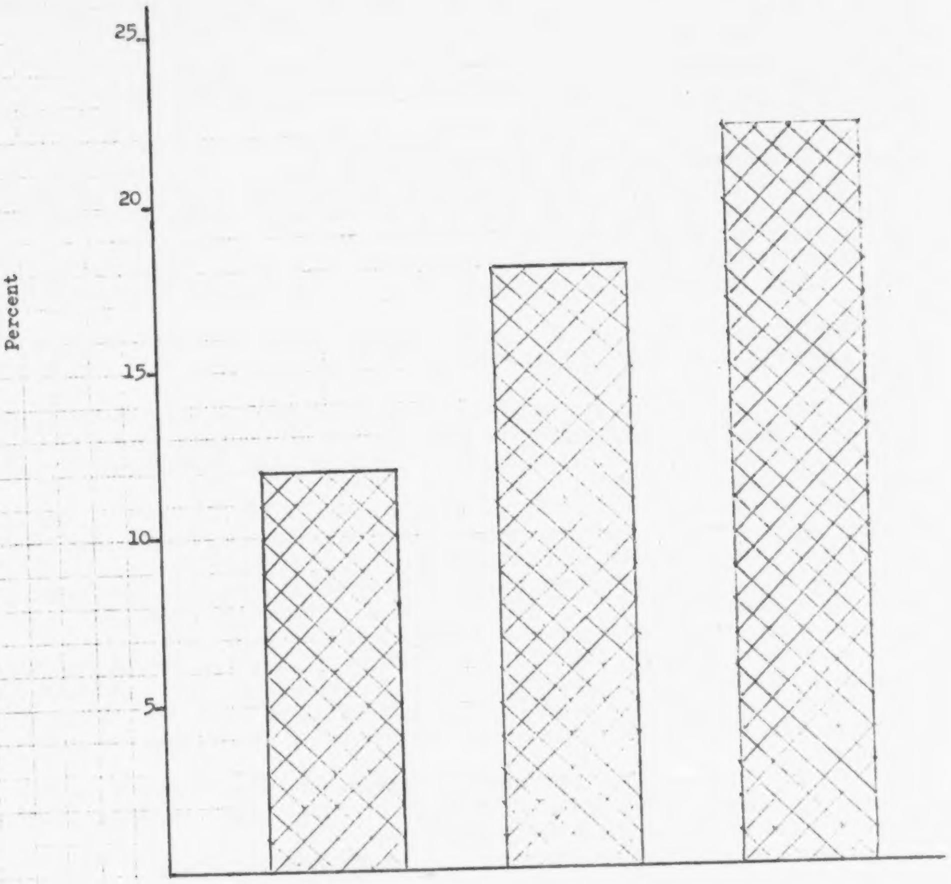
These findings are based upon the results of the Iowa Test of Basic Skills administered to Grade 4 pupils as part of the regularly scheduled testing program in the Detroit Public Schools. This grade level was selected for analysis because most compensatory educational programs are directed towards pupils in the early grades. From 1968 to 1970, the percentage of Grade 4 pupils in *all* Detroit Schools more than one year below grade level in reading achievement decreased from fifty percent to forty-six percent. In 1968, sixty-four percent of the Grade 4 pupils in Title I schools were more than one year below grade level in reading achievement; by 1970, this percentage was reduced to fifty-four. The corresponding reduction in non-Title I schools was only five percent, from forty-five percent to forty percent. Approximately one-fifth of the Title I schools showed a reduction of at least twenty percent; only one-tenth of the non-Title I schools showed a similar reduction. In 1968, one out of nine Title I schools had fewer pupils retarded in reading than the city mean; in 1970, the ratio increased to one out of five.

The overall rate of improvement in the percentage of pupils retarded in reading was twice as great in schools, that were participating in projects funded by the state and federal government, in addition to locally funded programs. The following graphs indicate the extent to which the percent of pupils substantially below grade level in reading achievement has been reduced over the past two years.

PERCENT OF TITLE I AND NON-TITLE I
GRADE 4 PUPILS MORE THAN ONE YEAR BELOW GRADE LEVEL
IN READING ACHIEVEMENT



PERCENTAGE OF TITLE I SCHOOLS THAT HAVE ACHIEVED
BETTER THAN THE CITY WIDE MEAN
IN READING ON THE FOURTH GRADE IOWA TEST*



*As measured by the number of pupils one or more years retarded in reading.

Detroit's success is in the development and implementation of special educational programs is remarkable. This school district has embraced the concept of the full utilization of federal, state and other special monies for years and has established many programmatic thrusts which have become institutionalized in the best sense of that word. To list all of these and discuss them fully would take more time than is available to this committee. Here are but a few of the important developments emerging from compensatory educational programming in Detroit:

1. Development of up to 2000 educational paraprofessionals almost all of whom assist in the instructional process working closely with teachers and pupils.

2. Development of a career lattice for the advancement of paraprofessionals.

3. Development of numerous Community-School advisory boards. It is the belief of the Office of Federal, State and Special Projects that the establishment of the decentralized school government with regional boards of education is a direct outgrowth of the growing sophistication of citizens and citizen groups as they participate in the advisory and decisionmaking process in compensatory educational programs.

4. New professional educational roles:

(*a*) Curriculum Leader—An assistant principal who becomes expert and takes leadership role in curriculum.

(*b*) School Community Assistant—A paraprofessional who serves as a communication link between school and community.

(*c*) Elementary Staff Coordinator—An elementary school guidance and counseling specialist who serves kids directly but also coordinates local school program for maximum impact on kids with greatest needs.

5. Individualized Instruction—Programs are now being designed and redesigned where necessary to offer greater individualization of treatment for pupils.

6. Program development in the area of special (handicapped) education have been especially innovative in the area of pre-school and early elementary education.

There are many indicators of the success of Detroit Public School educational programs. What follows is the list of some of the programs which have demonstrated success by virtue of the hard data on pupil achievement emerging from each separate project.

(*a*) *Neighborhood Educational Center*—An ESEA Title III program with outstanding and innovative features conducted in four inner-city elementary schools. This program is producing achievement goals in reading and math.

(*b*) *Follow Through*—A national concept serving children who have had Head Start experience. The Detroit program serving two inner-city schools, grades K–3 has produced important achievement gains in kids.

(*c*) *Self Instructional Reading Laboratory*—A program of individualized elementary reading instruction now being implemented on a broader scale following a successful pilot effort. The program features behavioral goals, appropriate hardware, paraprofessional laboratory management and pupil self management.

(*d*) *Model Neighborhood Educational Component*—After only 6 months of program operation, using special reading materials and teaching training, pupils have made notable gains in reading skills.

(*e*) *Great Cities Summer Program*—An enrichment program in basic skills has each summer produced dramatic gains in pupils which have been sustained through the following school year as measured by standardized tests.

The list of success could go on. But these are highlights dramatizing the success of compensatory educational programs serving Detroit Public School pupils.

IV. RECOMMENDATIONS MADE TO THE UNITED STATES OFFICE OF EDUCATION BY REPRESENTATIVES OF THE DETROIT PUBLIC SCHOOL SYSTEM—DECEMBER, 1969

The operation of federal programs in this school district since 1965 has provided us with some perspective and insight that may be of assistance in developing recommendations to make the Office of Education more responsive to the educational needs of Local Educational Agencies. Of the thousands of school districts that collectively provide the impact of American public education, large urban districts generate concerns unique unto themselves. It is with these concerns in mind and in the spirit of mutual assistance that the following suggestions are offered.

GUIDELINES

The early receipt of guidelines in the development of federal programs is vital to local agencies in order that they may adhere to the law and legislative intent in the development of educational programs. For example, whereas some states may not have distributed ESEA program guides containing specific rules for specific kinds of programs to their LEA's in the absence of a request for these, the State Department of Education in Michigan has routinely provided them albeit with some exceptions. However, in more than one instance, these guides have arrived far too late in relation to the funding period to be fully beneficial. As a matter of practice, all program guides should be automatically routed to LEA's as soon as they are available for distribution.

In terms of content, the relatively small number of program guides that have been received have proved to be reasonably definitive as far as they went. However, the guides have been so incomplete in terms of the range of topics treated that it has been necessary to place heavy reliance on verbal interaction with State authorities. Much of this has transpired over the telephone. The upshot is that much of the information and rendering of opinion to this school system has not been reduced to writing for the benefit of other school districts. This is a circumstance that has probably been replicated throughout the country on countless occasions.

The task confronting the Office of Education then is one of closing the currently existing gaps in information. While some helpful operational instructions for federal program purposes have emerged, unfortunately far too little has been available. More specifically, it is felt that large urban local education agencies should participate in the development of guidelines and criteria. It is felt by Detroit Public Schools officials that "big city" concerns are frequently not addressed in guidelines as usually presented. Large urban school districts have unique problems and concerns which can only be attended to if these school systems are involved in guideline preparation.

Such items as updating and early delivery systems for guidelines, state and federal conflicts on approval of projects, and the amelioration of inconsistencies between local operations and federal guidelines are suggested areas where urban districts may be of assistance.

MANAGEMENT AND ACCOUNTABILITY

While many questionable uses of federal funds in various parts of the country have become evident, there is cause for concern that pressures to introduce procedures designed to correct this situation might result in remedies that work to the disadvantage of urban school systems like our own that have indeed complied with the spirit of legislation in addressing the educational needs of children. Thus, it becomes important to articulate the position of the Detroit Public Schools on the vexing problem of *auditing*, *monitoring*, and *compliance* if management improvements undertaken by the Office of Education are to serve fairly the interests of big-city school systems.

As a prerequisite to the establishment of sound procedures in the area of fiscal monitoring and program audit, the Federal authorities must first become willing to recognize that it is altogether impractical to expect any large school system to maintain separate operations for handling the myriad of administrative details associated with a project. The division of labor within a department engaged in such activities as purchasing, payroll, or housing absolutely precludes the possibility of assigning personnel to a project on a full-time basis. Depending upon fluctuations in the workload, varying amounts of time may be spent on matters related to a particular Federal project. In a large school system it becomes almost impossible to assess overhead costs with exactitude within a total sequence of program actions. Therefore, the Office of Education must devise formulas that lend themselves to the realities of operating a school system.

Inasmuch as the problem described is a rather technical one demanding special expertise, it would be altogether appropriate for the Office of Education to contract with an independent accounting firm for a study to yield the kinds of recommendations that would satisfy both Federal, State, and local concerns. Whether done on the outside or internally by the Office of Education, however, it is imperative that the end result be a carefully built set of directives clearly outlining procedures for claiming *all* indirect costs stemming from Title I activities. Related to this should be clear-cut statements of the type and manner of accounting treatments to be used in all situations pertaining to fiscal control where problems might be encountered. Either technical assistance or Federal funds enabling LEA's to engage the services of accountants might be called for to the extent that Federal requirements impose a need for redesign of the adaptations within local accounting systems.

At the same time that the Federal government must be urged not to prescribe rules or regulations that are inconsistent with local operations, the need for tightening auditing methods must be addressed. Here again it is incumbent upon the large cities to counsel a pragmatic approach. This demands that the Federal government realize that it is generally absurd to demand restitution where audit exceptions are sustained except in those cases where deliberate defalcations have arisen.

Instead of seeking collection, the Federal government should endeavor to create some procedures for assuring compliance where changes are in order. As a corollary to this approach, the Office of Education must become committed to the posture that if an audit is to be effective it must be relatively immediate in relation to the expenditures made. By the same token the report based upon the audit must also be fairly immediate. In this context the "old" system of the inspector general's office in army might warrant consideration in showing how audits could be reasonably related to discreet periods of time with some effectiveness as a monitoring device. Under a system of this type an audit would be scheduled, deficiencies noted, a timetable for correction established, and a recheck conducted to ascertain the occurrence of compliance. Ideally, this would permit placing of an audit report in the hands of a school system's officials within sixty days. This arrangement would then allow thirty days in which to institute changes and prepare letters of compliance.

If State authorities because of their proximity are to continue to assume the function of continual monitoring, then the Federal authorities must enunciate far more clearly than they have in the past the extent to which the burden of operational proof is to be placed upon the States. From the standpoint of the local educational agency approvals by any higher authority must be binding. In other words, the entire occurrence of after-the-fact audit exceptions where State approval had been received beforehand should simply not be taking place. If the State cannot assume the responsibilities delegated to it either by law or administrative fiat then alternative ways for channeling funds to urban school systems is called for.

A further note of caution should also be sounded in any deliberations regarding monitoring and auditing. American education is entering an era of performance contracting geared to the demand for accountability. Consequently, any system of fiscal auditing must be dovetailed with or a part of a scheme for measuring the attainment of program objectives. At the present time evaluation and fiscal monitoring are operationally distinct from one another. If the commitment to make OE an advocate for change is to be translated into action, then initiatives must be taken at the Federal level to encourage the implementation at the local level of integrated planning-programming-budget systems. In this connection the following excerpt pertaining to independent education audits from the *Education Daily* of December 3, 1969, assumes some relevance.

"State agencies will be trained in the use of independent performance audits for ESEA Title I and Title III. Although OE has already made the "independent educational accomplishment auditor" a must for Dropout and Bilingual programs which it administers, it is now seeking to have the concept adopted on the State level as well."

REAFFIRMATION OF CATEGORICAL FUNDING

With the concept of decentralization becoming a reality in many large urban school districts, it may be an opportune time for the Office of Education to reaffirm the concept of categorical funding. It is desirable for a number of reasons to have more committed funds with clearly drawn guidelines. Among these are: (1) Federal appropriations of categorical aid insures specialized needs of schools systems being met, (2) the uses are clear-cut, the intent established, and (3) the funding is adequate to meet the objectives.

With regional board members under a decentralized situation, looking about for available funds, categorical funding is not only desirable, it is essential to the proper use and management of federal monies. Additionally, local state coersion to participate in favored practices or methods when local agencies are opposed will be held to a minimum.

RESEARCH AND EVALUATION

The demands by the Office of Education for more efficient evaluation designs is a laudable position. It requires, however, substantial increases in funding for this purpose. In addition, outside evaluations, that have been required, remove from the total grant monies that could support programs. If indeed Research and Evaluation is vital to improved programming, adequate funding must be provided.

It may well be advisable to mention here, too, that the results of these evaluations are without impact if they are not available to other cities and regions of the nation. The School District of the City of Detroit, despite national critics, has significant positive data generally unknown in the United States.

CONTINUED FUNDING

The advisability of continued funding in the operation of programs is a point we must address ourselves to as a positive procedure. We must be able to plan programs without the yearly anxieties as to financial considerations. Effective programs depend upon effective people who do not have to speculate about levels of funding.

MEETINGS

We question the proliferation of meetings around the country. In most instances, the information has already been received by large districts through their Washington representatives or stresses directions of which large urban areas are already in the forefront. These meetings may be valuable to smaller districts but in most cases it is felt the number of such meetings can be significantly reduced.

TECHNICAL ASSISTANCE

The unusual array of Technical Assistance Firms sponsored by the Office of Education have little value to a school district of this size and capability. The various departments and divisions of this system contain nationally known people in almost every field. We would wonder about the advisability of the maintenance of a large number of these firms by the Office of Education for large local agencies with duplicate capabilities.

SUMMARY OF SPECIAL PROGRAM COMPONENTS

IN SELECTED DETROIT PUBLIC SCHOOLS
1970-71

LEGISLATION	PROGRAM	INTENT OF THE OPERATION	YEARS FUNDED	SCOPE
E.S.E.A., TITLE I	Assistant Attendance Officers	Aid professionals in providing concentrated attack on attendance problems	1965-71	40 attendance officers serving Title I elem. junior and senior high schools
	College Opportunity Program	Provides information and assistance to aid entrance of low income students to college	1968-71	Low income students in inner city high schools
	Communication Skills	Provide diagnostic and remedial service in language arts to selected Title I elementary pupils	1965-71	Students 2 or more years retarded in reading in selected Title I schools
	Contingency Managed Self Instruction	Provide skills in math and reading through individualized approach	1970-71	Students in up to twenty selected Title I "A" schools
	Continuing Education for Pregnant Girls	Assist pregnant school-aged girls through pregnancy with goal of finishing education	1965-71	Pregnant unwed school aged girls in Title A schools.
	Developmental Career Guidance In Action	Increase pupil aspiration and reduce dropout rates in selected Title I elementary and secondary schools	1966-71	Potential drop-outs in selected Title I schools
	Elementary Staff Coordinators	Raise level of academic achievement, reduce disruptive behavior through individual and group counseling in Title I elementary schools	1967-71	35 Title I schools, selected pupils therein
	Enrichment Program for Institutionalized Children	Promote academic and emotional growth of children in institutions selected	1966-71	Neglected and delinquent students in 9 selected institutions
	Focus on Afro-American Life and History	Develop skills in reading and ability to interpret data utilizing Afro-American materials as a core curriculum	1967-71	Students in selected Title I schools-summer program

ISLATION	PROGRAM	INTENT OF THE PROGRAM	YEARS FUNDED	SCOPE
ITLE I	Great Cities Project	Increase academic achievement through summer remedial and enrichment classes	1965-71	Students K-12; Title I A and B schools
	Buses	Provide transportation for field trips	1965-71	Title I A & B schools
	Curriculum Lab.	Materials Center where Title I staff members produce specialized materials for instructional purposes	1965-71	Title I A & B teachers
	Operation Go	Provide enrichment experiences for potential elementary and jr. high dropouts	1966-71	Pupils in selected Title I schools
	School Community Assistants	Serve as liaison between school and community while serving needs of eligible pupils	1965-71	Title I A and B schools. Usually two per school
	School Service Assistants	Serve as instructional assistant to classroom teacher	1965-71	Title I A and B schools. Usually two per school
	Job Upgrading	Counseling and coursework for dropouts in order to return them to full time school or job	1965-71	Title I secondary school students
	Junior High Work Trng.	Provide work experience and allow junior high school students to remain in school	1965-71	Title I junior high school students
	Outdoor Education and School Camping	Expose youth to nature and group living, while pursuing enrichment to remedial activities	1965-71	School aged children from low income families
	Pre-School Child and Parent Education	Maximize growth of pre-school children from disadvantaged homes	1965-71	Children aged 3-5 from disadvantaged families in Title I area
	Project FAST	Provide inservice training for teachers and administrators in selected Title I schools and components	1966-71	Title I schools with reduction of class size
	Reading Coordinators	Leaders of Reading Improvement activities for selected Title I pupils and their teachers	1964-71	Selected Title I schools
	Reduction of Class Size	Provide class reduction to 25 or less in primary unit in selected Title I A schools	1967-71	Thirty-five Title I schools

[illegible] III

LEGISLATION	PROGRAM	INTENT OF THE OPERATION	YEARS FUNDED	SCOPE
TITLE I	School Community Agents	Guide community development, serve as liaison between school and community. Serve selected students	1968-71	Students in selected Title I schools
	School Volunteers	Further effectiveness of lay volunteers in the schools	1967-71	Work with selected pupils in Title I [illegible] and E Schools
	Volunteer Placement Corps	Aid high school students in gaining college entrance and employment	1970-71	Low income students in selected Title I high schools
E.S.E.A. TITLE II	Library Books and Materials for Local Schools	Supplement learning materials in school libraries and classrooms	1967-71	All public elementary & secondary schools
E.S.E.A. TITLE III	Neighborhood Educational Center	Increase academic achievement. Reading & mathematics emphasis	1967-71	Four Title I elementary schools
ADULT EDUCATION ACT (E.S.E.A. Amendment to Title III)	Project READ	Provide under-educated adults with basic education skills	1964-71	Under-educated adults in Detroit school district
	Urban Adult Education Institute	Provide opportunities for educational & economic upgrading	1967-71	Under-educated or under-employed adults in Detroit school district
E.S.E.A. TITLE VI DETROIT'S MULTI-FACETED SPECIAL EDUCATION PROJECT	Psycho-Social Services	Provide diagnostic services for children	1968-71	Serves 500+ pupils
	Pre-School	Provide pre-school for handicapped children (Rubella)	1967-71	Serves 20 pupils
	Pre-School for Multi-Handicapped	Facilitate over-all growth of pre-school multi-handicapped children (See Handicapped Children's Early Education Assistance Act)	1970-71	Serves 20 pupils

LEGISLATION	PROGRAM	INTENT OF THE OPERATION	YEARS FUNDED	SCOPE
TITLE VI	Pupils with Language Disabilities	Provide language experiences for children with language disabilities	1968-71	Serves 20 pupils at pre-school level
	School Camping for Handicapped	Provide camping experience for handicapped children	1969-71	Serves 100 pupils
	Parent Education	Involve parents through in-service training sessions	1970-71	Parents of children in Title VI components
	Recruitment Services	Recruit certified teachers for special education	1969-71	Selected teachers who are interested in certification in special education
	Administrative Unit	Provide director, evaluator & secretary to carry out administrative tasks of operating the program	1970-71	Program director, evaluator and secretary
E.S.E.A. TITLE VIII	Detroit's Dropout Prevention Program	Raise math and reading performance in Northeastern High School & feeder schools	1970-71	Northeastern Senior High School & feeder schools
DEMONSTRATION CITIES ACT	Model Neighborhood Education Component	Raise achievement level in math & reading--curriculum change, in-service training & optimum conditions	1969-71	Students in all Model Neighborhood area schools
ECONOMIC OPPORTUNITY ACT	Head Start Follow-Through, K-3	Carry on gains of children in Head Start Program	1967-71	Classes at Edmonson & Campbell schools
	Pre-School Child & Parent Education - Full Year Head Start	Provide educational experiences to pre-school children from low income families	1964-71	Pre-school children from low income families

LEGISLATION	PROGRAM	INTENT OF OPERATION	YEARS FUNDED	SCOPE
ECONOMIC OPPORTUNITY ACT	Parent-Child Center	Provide pre-school & parent education to low income families in specified area of city with high density of low income families	1968-71	Pre-school children & their parents in M.S.P. area
	Public Service Careers Program	Provide in-service training for pre-school aides	1970-71	18 pre-school aides
	Neighborhood Youth Corps	Assist students from low income families to gain financial assistance through work-study plan	1966-71	High school students from low income families
EDUCATION PROFESSIONS DEVELOPMENT ACT	Aide Training and Development	Provide in-service training for classroom aides	1969-70	250 aides
	Career Opportunities Program	Provide career ladder for upgrading paraprofessionals	1970-71	Paraprofessionals in Model Neighborhood area
	Detroit Public Schools Program to Train Elementary School Librarians	Train cadre of qualified elementary school librarians	1970-71	24 trainees recruited as non-certified liberal arts graduates
	Spanish Speaking Intensive Teacher Training Program	Train bilingual persons for teaching positions	1969-70	25 trainees
	Special Education Internship	Prepare individuals with Bachelor's degree & certification to enter special education classrooms	1971-72	30 trainees
	Teacher Corps, Cycle V	Increase reading achievement level; train teachers via team teaching strategies	1966-71	40 interns 10 schools

LEGISLATION	PROGRAM	INTENT OF THE OPERATION	YEARS FUNDED	SCOPE
EDUCATION PROFESSIONS DEVELOPMENT ACT	Training School Administrators as Education System's Analysts	Train selected administrators in techniques of systems analysis	1970-71	Administrators from selected schools
HANDICAPPED CHILDREN'S EARLY EDUCATION ASSISTANCE ACT	Individualized Instruction for Retarded Children	Develop individualized materials to be used by retarded children in the classroom	1969-71	One class--Edmonson School
	Pre-School for Multi-Handicapped Children (See ESEA, Title VI)	Facilitate overall growth of pre-school mutli-handicapped children	1969-71	20 children
N.D.E.A., TITLE V-A	Interdisciplinary Pupil Personnel Project	Demonstrate effectiveness of an articulated interdisciplinary approach to pupil personnel services	1970-71	Central High School Educational Complex (grades K-12)
SECTION 3, STATE AID ACT	Class Size Reduction In-Service Training	Reduction of class size, training of professional & paraprofessional staff with the goal of raising student achievement in math & reading	1968-71	82 selected schools

STUDY OF ELEMENTARY AND SECONDARY EDUCATION PROGRAMS AND NEEDS

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

I. School System Profile

Name of School System Board of Education of the School District of the City of Detroit

Address 5057 Woodward Avenue City and State Detroit, Michigan 48202

Name of person reporting Dr. Norman Drachler

Official position Superintendent of Schools

Congressional District number(s) 1, 12, 13, 14, 16 and 17

Enrollment 290,179 (September 26, 1969)

General Instructions:

Please answer all multiple-choice questions. Space is provided after each question in the event you wish to make additional comments.

The questionnaire and any additional statements or attachments you may wish to add should be returned to the Committee on Education and Labor in the enclosed envelope.

1. *How would you characterize your school district?*

(a) _____x_____ urban (over 100,000 population)
(b) __________ urban (50,000–100,000 population)
(c) __________ urban (25,000–50,000 population)
(d) __________ small city (under 25,000 population)
(e) __________ rural
(f) __________ suburban

Additional comments:

The School District of the City of Detroit is characterized by Michigan State law as a first-class school district, a classification reserved for those school districts whose enrollment is in excess of 120,000 pupils. The total enrollment in the Detroit schools is 290,179 as per the official 4th Friday count of September 26, 1969.

2. *What percentage of the students in your school district should be receiving special services of the type authorized by Title I ESEA?*

(a) __________ 0–9 percent
(b) __________ 10–19 percent
(c) __________ 20–29 percent
(d) __________ 30–39 percent
(e) _____x_____ 40–49 percent
(f) __________ 50–59 percent
(g) __________ 60–69 percent
(h) __________ 70–79 percent
(i) __________ 80–89 percent
(j) __________ 90 percent

Additional comments:

Approximately 27,000 students are receiving services in the Title I school attendance areas. Of 94,529 pupils eligible for service, this represents approximately 28%. In addition an estimated 36,000 students in the non-Title I schools are also educationally deprived by approved Title I criteria and require service. This represents approximately 130,529 pupils or 45% of total enrollment requiring service

3. *What percentage of the students in your school district are now receiving special services of the type authorized by Title I ESEA?*

(a) _____x_____ 0–9 percent
(b) __________ 10–19 percent
(c) __________ 20–29 percent
(d) __________ 30–39 percent
(e) __________ 40–49 percent
(f) __________ 50–90 percent
(g) __________ 60–69 percent
(h) __________ 70–79 percent
(i) __________ 80–89 percent
(j) __________ 90 percent

Additional comments:
Detroit Public Schools are concentrating services on a target population of 27,641 out of a total school population of 290,179 (less than 10%) as it relates to Title I activities. In addition, there are 20,000 pupils receiving health, nutritional and special services from other special legislation: Economic Opportunity Act, Title II, Multi-Handicapped Legislation, Vocational Education Act, etc.

4. *If there is a disparity between the percentage in questions 2 and 3 above, to which of the following causes do you attribute the disparity? If more than one, please list according to the magnitude from 1 to 5:*

(a) ___x___ insufficient funds
(b) _______ insufficient personnel
(c) _______ insufficient knowledge of special areas
(d) _______ uncertainties of Federal funding
(e) _______ no disparity
(f) _______ none of the above

Additional comments:

5. *What percentage of your total enrollment is represented by the numbers of Title I children now counted in your official allocation for 1969–70?*

(a) _______ 0–9 percent
(b) _______ 10–19 percent
(c) ___x___ 20–29 percent
(d) _______ 30–39 percent
(e) _______ 40–49 percent
(f) _______ 50–59 percent
(g) _______ 60 percent +

Additional comments: $\frac{81,869}{290,179}$ Allocation population (AFDC and Low-Income Pupils) / Total enrollment x 100 = 28%

6. *What percentage of your total enrollment is included in your eligible Title I schools?*

(a) ______ 0–9 percent
(b) ______ 10–19 percent
(c) ______ 20–29 percent
(d) ______ 30–39 percent
(e) ______ 40–49 percent
(f) ______ 50–59 percent
(g) ___X___ 60 percent +

Additional comments:

Of the 290,179 students attending the Detroit Public Schools, 186,471 are in attendance at schools categorized as Title I eligible schools.

7. *What percentage of your total enrollment within your eligible schools is also eligible to receive Title I services?*

(a) ______ 0–9 percent
(b) ______ 10–19 percent
(c) ______ 20–29 percent
(d) ______ 30–39 percent
(e) ______ 40–49 percent
(f) ___X___ 50–59 percent
(g) ______ 60 percent +

Additional comments:

94,529 students out of a total of 186,471 are eligible to receive Title I funds.

8. *What is the principal use of Title I funds in your district?*

(a) ___X___ to make a significant improvement in performance of children in schools of *highest concentrations* of poor children
(b) ______ to improve services to all children in *eligible schools*
(c) ______ other—please specify in additional comments

Additional comments: The concentrations of poor pupils in more than 178 Detroit schools is better than 25%. In the attempt to maximize educational programming for eligible pupils in schools with concentrations of the poor greater than 40%, eligible pupils in schools with significantly high poor concentrations must be ignored. For example, some 50 schools with concentrations of the poor estimated at between 25 and 40% have had Title I services removed in order to further concentrate limited funds in schools with percentages of the poor greater than forty.

9. *What level of funding for Title I would be necessary if your school district were to provide Title I programs and services for all children in need of such special programs and services during the regular session?*

(a) __________ less than the level of funding for the school year 1969–70
(b) __________ at the level of funding for school year 1969–70
(c) __________ 10 percent more than the school year 1969–70
(d) __________ 25 percent more than the school year 1969–70
(e) __________ 50 percent more than the school year 1969–70
(f) _____X_____ other—specify in additional comments

Additional comments: Better than 50% additional funding for Title I would be required to provide service to all children in this school district in need of such service. Presently approximately 27,000 pupils recieve direct Title I services. There are another 67,000 in Title I schools alone who are classified as low income. The majority of the 67,000 are eligible for and need service. These additional pupils, representing better than 50% of those now receiving concentrated services, would require service costing better than 50% additional funding. Increasing this funding percentage still further are approximately 36,000 eligible pupils in non-Title I schools requiring service.

10. *What level of funding for Title I would be necessary if your school district were to provide Title I programs and services for all children in need of such programs and services during the summer session?*

(a) __________ less than the level of funding for the school year 1969–70
(b) __________ at the level of funding for school year 1969–70
(c) __________ 10 percent more than the school year 1969–70
(d) __________ 25 percent more than the school year 1969–70
(e) _____X_____ 50 percent more than the school year 1969–70
(f) __________ more than twice as much as the school year 1969–70

Additional comments:

(Same as above, see No. 9)

11. *If any of the following represented a serious problem during the 1969–70 school year, please indicate the severity of the problem by ranking from 1 to 3 those that were the most difficult for your district:*

(a) _____1_____ inadequate Federal funding

(b) 2 late Federal funding
(c) ____ restrictions on the use of Federal funds
(d) ____ complexities in securing approvals
(e) ____ no serious problems
(f) 3 other—specify in additional comments

Additional comments: (a) As indicated in answers 9 and 10, the most serious problem is inadequacy of Federal funding. (b) With some speed up of the Congressional appropriation process, the problem of late funding can be overcome. (f) The authorizations passed on by Congress are realistically recommended and based on known needs, but at no time during the operation of ESLA have adequate appropriations been made to meet the aspirations of those who expected to be served. Therefore, full appropriations or 100% of the authorization is required.

12. *If your program is hampered by operational deficiencies, please respond to the following by ranking from 1 to 3 the following problems according to their severity in your district:*

(a) 1 inadequate funds for regular programs
(b) 2 inadequate facilities and materials
(c) ____ unavailability of qualified professional personnel
(d) ____ need for greater parental support of program
(e) ____ need for technical assistance
(f) ____ no operational deficiencies
(g) ____ other—specify in additional comments

Additional comments:

(a) The school district is currently experiencing a $20,000,000 deficit in its operational budget. This situation prevails in spite of austerity measures that have been imposed. (b) As the result of legal restrictions on bonding authority, the school district has a manifest need of $250,000,000 additional dollars for school facilities.

13. *If your school services are encountering difficulties in student achievement and attainment, please indicate by a ranking from 1 to 3 the following problems which are most severe in your district:*

(a) 3 students leaving school before graduation
(b) 1 large numbers of students with low reading achievements
(c) ____ community dissatisfaction with school services
(d) ____ student unrest
(e) ____ no difficulties encountered in student achievement and attainment
(f) 2 other—specify in additional comments

Additional comments:

See page 7a.

14. *What do you feel should be the next step in Federal assistance to education? Please list in order of your preference from 1 to 8:*

(a) 6 Federal aid for teacher salaries
(b) 4 Federal aid for construction
(c) 1 full funding for existing Federal programs
(d) 2 general Federal aid in addition to existing programs
(e) 5 general Federal aid in lieu of existing programs
(f) 7 revenue sharing
(g) 3 Federal aid for comprehensive preschool programs
(h) ______ no further Federal assistance

Additional comments:

Full funding at authorization levels must take place.

15. *In general, do you feel that Federal assistance has contributed to improved student performance?*

(1) Progress on standardized tests:
(a) ______ no gains
(b) x small gains
(c) ______ significant gains

(2) Progress in nonmeasurable areas:
(d) ______ no gains
(e) ______ small gains
(f) x significant gains

ADDITIONAL COMMENTS ON QUESTION NUMBER 13 p. 7

An additional problem affecting student performance is a high level of student mobility in eligible attendance areas. Pupils receiving service move out and new pupils who have not received the full complement of service move in to an area, skewing mean student achievement data downward. Mobility rates of better than 50% in a given year have a great effect on (1) individual pupil achievement, (2) mean pupil achievement and (3) pupil social behavior.

Adding to the impact of pupil mobility is teacher turnover. In schools characterized as A (the most disadvantaged), it is not uncommon to find that 70% of the staff are at or below the 5th salary step suggesting that they are new (less than 6 years local teaching experience) and inexperienced teachers who have recently left the building. This suggests a high rate of teacher mobility not prevalent at non-Title I schools. These non-Title I schools show (1) a larger percentage of the staff above the 5th salary step (therefore, more experienced teachers) and (2) a larger percentage of staff serving for longer spans of time at a given school location. The correlation of these factors with pupil achievement scores is high.

Additional comments (include other forms of school progress): Evidence coming from selected 1968-69 program year evaluations suggests improved pupil performance. After school enrichment and remedial experiences, reduction in class size and pre-school programs are among those showing signs of improving pupil performance. Some specialized reading programs and intensive in-service training also indicate an impact on pupil performance. The notation of "small gains' is a misleading one which should be carefully interpreted lest inappropriate conclusions be drawn. A small gain may in fact represent a very significant modification in pupil performance.

16. *Do you feel that Federal programs have contributed to improved teacher performance?*

(a) ________ yes, very much
(b) ___x___ yes
(c) ________ no
(d) ________ undecided
(e) ________ not receiving Federal funds

Additional comments:

Evidence of improved pupil performance in selected Title I schools appears to correlate with intensive in-service training funded by Title I and other funding sources. Training has been directed toward the teaching of reading and mathematics, systematizing of instruction through behavorial goals and the individualization of instruction. Attention is given also to in-service activities relating to modification of teacher attitudes.

17. *Have Federal funds contributed to improving the quality of education in your school district?*

(a) ___x___ yes, very much
(b) ________ yes
(c) ________ no
(d) ________ not receiving Federal funds

Additional comments:

(Refer to answer No. 15)

12. *What effect have any of the following had on the quality of education in your school district?*

	Improved Greatly	*Improved*	*No Impact*	*Reduced Slightly*	*Reduced*	*No Funds*
(a) ESEA-I Disadvantaged		x				
(b) ESEA-II Library Resources		x				
(c) ESEA-III Supplementary Centers		x				
(d) Vocational Education Act		x				
(e) Impacted Areas (P.L.-815)		x				
(f) Impacted Areas (P.L.-874)		x				
(g) Headstart		x				
(h) Emphasis on Disadvantaged in Federal Programs		x				
(i) Provision for Participation of nonpublic school children				x		
(j) Rules, regulations and guidelines which encourage parental involvement in education programs		x				
(k) Rules, regulations, and guidelines which encourage community participation in education programs			x			
(l) Federal requirements for evaluation of programs		x				

Additional comments: (1) Existing data provided to public school officials indicates that students in non-public schools show less educational deprivation than students in highly impacted public schools. Therefore, existing funds could legitimately be exhausted in behalf of highly eligible public school pupils before less eligible non-public school pupils would ever be served. Non-public school educational deprivation in Detroit is simply not as severe as public school deprivation. (2) The impact of general community involvement on quality of education (pupil performance) is indirect and difficult to assess. It could be argued that community decisions emerging from conflict filled negotiations have a negative effect on quality of education e.g., community decides to veto an apparently successful educational strategy because of their non-involvement. It can be suggested that this is contrary to the pursuit of quality education. (3) Non-public schools are closing at a faster rate in Detroit's inner city than they are in the outer city, imposing a burden on limited public school dollars not heretofore experienced. "Displaced non-public school pupils" increase public school enrollments in Title I (and non-Title I schools) schools causing some dilution of Title I services coming from the limited Title I funds.

19. *Which of the following areas in your school district is in need of expanded programs and services? Please list according to priority.*

	1	2	3	4	5	6	7	8	9	10
(a) Compensatory education	1									
(b) Secondary vocational education	7									
(c) Postsecondary vocational education	10									
(d) Preschool education	3									
(e) Special education	6									
(f) Inservice education for teachers	2									
(g) Library and textbooks	5									
(h) Equipment	9									
(i) Facilities	8	(Construction - space needs)								
(j) Other—specify below	4	(Curriculum development, experimentation & utilization)								

Additional comments:

20. *Please indicate your assessment of Federal policies in the following areas:*

Parental involvement:

(a) x constructive
(b) burdensome
(c) no effect

Coordination with other agencies:

(a) constructive
(b) x burdensome (due to fiscal independence of Detroit School System)
(c) no effect

Evaluation:

(a) x constructive
(b) burdensome
(c) no effect

*Ranking applies to Title I schools only. 10

Nonpublic school coordination:

(a) ______ constructive
(b) ___x___ burdensome
(c) ______ no effect

Additional comments:

Federal policies concerning parental involvement and evaluation parallel policies of the Detroit Public Schools. Coordination with other agencies and with on-public schools is not as supportive of effective program planning and operation as could be hoped for.

21. *Are Title I funds for the disadvantaged being directed to the areas of greatest need?*

(a) ___x___ yes
(b) ______ yes, but insufficient funds restrict scope of program
(c) ______ no—funds are not sufficiently concentrated on severely disadvantaged
(d) ______ no
(e) ______ no Federal funds under Title I

Additional comments:

Of the 290,179 students attending the Detroit Public Schools, 64% attend Title I schools. Of that number 94,529 come from low-income families and are eligible for Title I services. Of the 94,529 eligible pupils only 27,641 (28%) receive direct services from Title I. Serving only this reduced number of eligible pupils, Title I funds are still insufficient to meet the multiple needs of pupils.

22. *Classify your Title I services by checking the appropriate columns on the effectiveness of each service:*

	Effective Service	*Insufficient Service*	*No Service*
(a) Reaching all eligible children		x	
(b) Instructional services		x	
(c) Parent participation		x	
(d) Health services		x	
(e) Nutritional services		x	
(f) Other supplementary services		x	

Additional comments:

A vast amount of eligible students are not receiving Title I ervices. It is estimated that less than 28% of the eligible Title I population (94,529) participants in Title I programs.

23. *During the most recent school year for which you have reliable achievement data for a significant number of your participating Title I children please report on the rate of progress of these children by relating their achievement, on the average, according to their progress for each full month of instruction provided:* (See additional comments, page 12a)

Reading:

(1) Indicate the following for the reported group:

Grade levels tested ______
Number tested ______
Period covered ______

For those reported, show average rates of progress by the following:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______
Percent who averaged .51–.75 per month ______
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

(2) Report comparable data for a prior period (if available) for a comparable group of Title I children:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______
Percent who averaged .51–.75 per month ______
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

Mathematics:

(1) Indicate the following for the reported group:

Grade levels tested ______
Number tested ______
Period covered ______

ADDITIONAL COMMENTS ON QUESTION NUMBER 23, PAGE 12

Data has not been accumulated as requested in question number 23. The statement which follows describes the relative achievement progress of pupils in Title I schools receiving differentiated levels of service.

These findings are based upon the 4th grade Iowa Test of Basic Skills results of 47 priority "A"* schools, 36 priority "B" schools, and 30 priority "C" schools (total 113) participating in Title I projects during the five year period between the 1965-66 and the 1969-70 school year.

(a) During this period the means in reading comprehension and arithmetic show that Title I schools gained one month on the city means.

(b) The number of Title I schools above the city mean for reading comprehension increased from 11 (1-A, 3-B, 7-C) in 1965 to 22 (6-A, 6-B, 9-C) in 1969. During this same period the number of Title I schools above the city mean for arithmetic increased from 10 (1-A, 2-B, 7-C) to 19 (4-A, 4-B, 11-C).

(c) Of the 11 Title I schools making the greatest gains in reading achievement, 7 were priority "A" schools and 4 were priority "B" schools. No priority "C" schools were among this group; of the 12 Title I schools showing the greatest loss in reading achievement 2 were priority "A" schools, 4 were priority "B" schools, and 6 were priority "C" schools.

(d) There was no correlation between participation in any single project and gains in reading achievement.

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*A schools characterized by having 55 percent or better of pupils from low income or ADC families.
B schools characterized by having 40 percent to 54 percent of pupils from low income or ADC families.
C schools characterized by having 25 percent to 39 percent of pupils from low income or ADC families.

Chart Showing Gain (or Loss) in Reading Achievement by Title I Schools Between 1965 and 1969

No.	Classification		Gain (or Loss) in Months			
		65-66	66-67	67-68	68-69	65-69
45	Priority A	0	.1	.4	1.6	2.1
35	Priority B	.4	.8	(.8) loss	1.1	1.3
30	Priority C	0	.2	.3	(.7) loss	(.2) loss
110	Title I	0	.4	0	.7	1.0

Summary:

These data show that the gain on the city mean in reading achievement is proportionate to the degree of service rendered by Title I. Substantial gains were made by "A" and "B" schools while priority "C" schools fell slightly behind. The drop of the "C" school means corresponds with the removal of Title I service from "C" schools in 1968-69.

For those reported, show average rates of progress by the following:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______ (No reliable data available)
Percent who averaged .51–.75 per month ______
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

(2) Report comparable data for a prior period (if available) for a comparable group of Title I children:

Percent who averaged .0–.25 per month ______
Percent who averaged .26–.50 per month ______
Percent who averaged .51–.75 per month ______ (No reliable data available)
Percent who averaged .76–1.0 per month ______
Percent who averaged 1.0–1.25 per month ______
Percent who averaged 1.25–1.50 per month ______
Percent who averaged 1.50 per month or more ______

Additional comments: As a result of Title I intervention, 50% of a group of pupils showed a rate of achievement progress less than 1 month/month, while 50% of the pupils showed a rate of achievement progress greater than 1 month/month. This is based on the fact that the mean rate of achievement for these pupils was approximately 1 month's achievement growth/month. In a control group not receiving Title I intervention, 50% of the pupils showed an achievement rate of less than .51 months/month; while 50% showed a rate better than .51 months/month. This means that without Title I intervention, Group B, the control group, gained at a rate of only one half as great as the experimental group, Group A.

24. *Has Title I improved the retention rates of students in the secondary grades of your school system?*

Over the past 2 year period: (See explanation p. 13a) ______ yes ______ no

If yes, please give the data—to the extent available on the following:

ADDITIONAL COMMENTS ON QUESTION NUMBER 24 PAGE 13

A response to the question regarding the relationship of compensatory education to secondary school retention rates is necessarily as complex as the problem itself. Any reliable study of retention rates (or dropout rates as they are sometimes referred to) should be done on an individual pupil basis involving long term follow up throughout the pupil's entire school career or at least a period spanning no less than the secondary school (grades 7-12) experience. Such a study should take into consideration the many known characteristics of pupils who have dropped out of school and should seek to uncover other characteristics not yet revealed. It is generally understood that a student dropout has several, if not all, of the following characteristics:

1. Member of a poor family
2. Member of a disrupted or broken family
3. History of frequent changes in school enrollment
4. Excessive absence
5. Low reading achievement
6. Generally low scholastic attainment
7. Overaged in grade
8. Serious conflicts with teachers, counselors or other adults in the school
9. Positioned at the lower end of the scholastic aptitude spectrum
10. Non-participation in extra-curricular activities
11. Physical or medical problem (physical handicap, cyesis, etc.)
12. Need for employment
13. Untoward relationships with parents or guardian.

The list can be extended and dramatized even more than the complexity of the syndrome of the dropout.

Any change in an individual pupil's dropout behavior, or a group of pupils for that matter, must be carefully analyzed. To attribute a noticed change to a given type of programmatic intervention without some consideration of related pupil experiences or environmental conditions is misleading. Some correlation of dropout behavior with specific experiences is possible and is suggestive of strategies which, if applied with increased intensity, could favorably modify retention or dropout rates.

It might be suggested here that a more meaningful picture of the "pupil retention or dropout problem" could be painted by illustrating the number and percentage of pupils attending our secondary schools today as compared with data from the past six decades. For instance, far more pupils age 17 are in our high schools today than were in them in 1910. The implication here, that education has become more and more "public," includes the obvious implication that more and more students have the option of dropping out.

It is therefore apparent that a dropout analysis from this or any other large urban school district must account for:

1. individual pupil behavior for as long a span of time as possible

2. pupil mobility

3. poverty levels

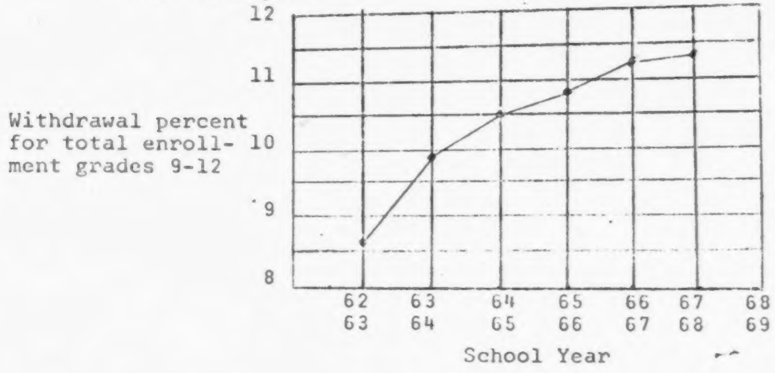
4. matriculation of pupils at so called "specialized" or "open" schools, away from their home neighborhoods

5. migratory tendencies both into and out of the school system

6. availability of non-public school opportunities, etc.

Listed in what follows are the "knowns" as they relate to retention or dropout rates in the Detroit Public Schools.

1. An analysis of the dropout rates in the "Senior High School Annual Withdrawal Study" shows that for the total school district the year to year dropout percentage is increasing, but at a slower rate each year.



2. Data from Title I schools also describes a dropout rate which is increasing, but at a slower rate.

3. Though compensatory interventions at the secondary level are differentiated in accordance with concentration of economic and educational disadvantagement, programs are not applied as intensively and universally at the secondary level as they are at the elementary level. The most pervasive and intensive secondary school efforts are the work study programs. Neighborhood Youth Corps (EOA), Job Upgrading (Title I) and Junior High School Work Study program (Title I). Two or three other strategies are employed at selected secondary schools only: Continuing Education for Pregnant Girls (Title I), a Career Guidance Program (Title I), a Medical Careers Program (Title I), an Attendance Officers (Title I), Science-Pollution Project (Title III ESEA) and a project called Operation GO which provides recreational and enrichment activities for small groups (25) of pupils (Title I).

   Reports from one of these programs, Operation GO, suggests that the program is successful in promoting pupil retention, but only for as long as the strategy is applied. Once the pupil leaves such a program he reverts to less desirable behavior. There is the suspicion that, this is "true" for other program strategies.

   Due to the differing intensity of application of these interventions and due to the non-universality of their contact with secondary school pupils it is perhaps improper statistically to attribute the "plateauing" of the dropout curve to the impact of these programs. But, we cannot rule out the probability that whatever decrease has occurred has some relationship to compensatory interventions wherever they have been applied.

Number and Percent of Dropouts for Two Year Period*
1966-67 to 1968-69

	SCHOOL YEAR xxxxx 1967-68 (Title I A & B Schools)			SCHOOL YEAR xxxxx 1968-69** (Title I A & B Schools Only)		
	Total Membership	Dropouts	Percent	Total Membership	Dropouts	Percent
For all Title I schools						
Grade 12	9462	1074	11	4175	820	19
11	9481	1732	20	5328	1451	27
10	11964	2466	18	7259	1942	26
9	11935	935	7	8028	833	10
8	12230	618	5	7510	509	6
7	11372	322	2	8287	352	4
For Title I schools having ⅓ or more pupils in Title I services						
Grade 12	5698	903	15	3250	651	20
11	5689	1421	23	4246	1106	26
10	7178	1722	24	5825	1563	26
9	7161	714	10	3041	341	11
8	7338	441	6	3096	218	7
7	6823	205	3	3171	138	4

25. *In what percentage of schools does your school district have libraries?*

Meeting State standards:	*100%*	*75–100%*	*50–75%*	*25–50%*	*0–25%*
(a) Elementary schools		x			
(b) Junior high schools	x				
(c) Senior high schools	x				

Not meeting State standards:
(d) Elementary schools
(e) Junior high schools
(f) Senior high schools

There are no state standards for library service at any level. The North Central Association does assess senior high libraries as a part of total senior high assessment.

Additional comments:

Only in about 2% of the elementary schools is there no library, but even in these schools some library service is provided via a book exchange program. Detroit Public Schools libraries do not meet the national per pupil book standards but are approaching these standards thanks to the intervention of ESEA, Title II. Additional ESEA, Title II funds are needed to bring Detroit schools up to and above the national standard.

26. *Has Title II (school library resources) helped to expand or to establish the following?*

	Yes, very much	*Yes*	*No*	*No Federal programs*
(a) School library	x			
(b) Textbook and classroom		x		
(c) Instructional materials		x		
(d) Media centers		x		

ity Dropout Rates 1968-69 .

-3%	10-17
-5	11-18
-10	12-14

Title I service in 1968-69 was limited to A and B schools (schools with highest oncentrations of poor pupils.) Increased percentages in 1968-69 would reflect ncreased pupil dropout behavior relative to the pervasive deprivation in A & B hools.

Additional comments:

27. *Have programs initiated under Title III for supplementary education centers and services contributed to the improvement of over-all school programs?*

(a) ________ yes, very much
(b) ___x___ yes
(c) ________ no
(d) ________ undecided
(e) ________ no Title III funds

Additional comments:

The second year of the Title III experimental program is presently being completed. Data indicates some successful practices are a part of the Title III project. These practices or elements have been incorporated in other programs serving pupils in this school system.

28. *Has Federal funding for any of your Title III programs been discontinued?*

(a) ___x___ yes (b) ________ no (c) ________ no programs

If "yes," have you found other sources of funding?

(d) ___x___ yes (e) ________ no

Additional comments:

The Title III allocation for the 1969-70 school year (year 2 of a 3 year operation) was reduced 40%. The school system has assumed the cost differential for the funds that were lost.

29. *Have Title V funds for State Departments of Education made any noticeable improvement in State services available to you?*

(a) ________ yes, very much
(b) ___x___ yes

(c) __________ no
(d) __________ undecided

Additional comments:

30. *Have the programs initiated under the Vocational Education Act been of benefit to the students in your district?*

(a) __________ yes, very much
(b) _____x_____ yes
(c) __________ no, insufficient funds restrict scope of program
(d) __________ no
(e) __________ no funds

Additional comments:

31. *Has your school district initiated the new programs included in the 1968 Vocational Education Amendments?*

(a) __________ yes, we have greatly expanded our programs
(b) __________ yes
(c) _____x_____ we have expanded, but insufficient funds have restricted our programs
(d) __________ no
(e) __________ no funds

Additional comments:

Senator **Mondale**. Thank you very much.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 1:10 p.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

QUALITY IN URBAN EDUCATION

TUESDAY, AUGUST 3, 1971

U.S. Senate
Select Committee on
Equal Education Opportunity
Washington, D.C.

The Select Committee met at 10:15 a.m., pursuant to call, in room 1224, of the New Senate Office Building, the Honorable Walter F. Mondale, chairman of the committee, presiding.

Present: Senators Mondale, Javits, and Dominick.

Staff members present: Francis A. Hennigan, Jr., minority staff director; Leonard Strickman, minority counsel; Donald Harris, staff member.

Senator Mondale. The committee will come to order. This morning we will be continuing our hearings on quality in urban education. This morning we will be focusing on the whole compensatory education movement, and where it stands at this point.

Since both of these distinguished educators are from the State of New York, perhaps Senator Javits would like to introduce them.

Senator Javits. I am very honored to be here today to greet Dr. Howe and Dr. Smith who are great authorities in this field, and our committee is honored to have you both. I am also very pleased that you are both New Yorkers.

I might explain that our mutual Governor is appearing upstairs before another committee of which I am a member, so if I have to leave, it will only be to hear him. That's just to explain in advance.

I am very grateful to you for appearing, and very pleased that such eminent authorities come from my home State. Thank you, Mr. Chairman.

Senator Mondale. Thank you, Senator Javits.

Dr. Howe and Dr. Smith have agreed to testify without a long prepared statement. After the hearings are concluded today, you both might submit further written reactions to what it is that we are trying to better understand, and perhaps some of our questions will point up our concerns, and will submit responses that might help the committee in its efforts to grapple with this terribly difficult problem.

Dr. Howe, perhaps you will begin.

STATEMENT OF DR. HAROLD H. HOWE, II, VICE PRESIDENT FOR EDUCATION AND RESEARCH, THE FORD FOUNDATION, NEW YORK CITY

Dr. HOWE. Thank you, Senator Mondale, and Senator Javits. It's very good to be here, and particularly with my former associate—I will have to call him by nickname—Chuck Smith, who worked with me in the Office of Education for a number of years as my special assistant, particularly with concern for the problems of the large cities.

I would like to make some introductory and informal remarks. Perhaps the way to start them is to pick up two phrases, one which you uttered, Senator Mondale, and the other from Senator Javits.

Senator Javits described Dr. Smith and me as "great authorities." We are grateful for that, but I suspect that there is not a great authority on this very difficult subject. At least not an authority in the sense that there is a person who has comprehensive overview of all the detail and innuendo and practice which constitutes this field of compensatory education.

So I'd like to begin by disqualifying myself slightly in terms of being any great authority. In fact, I have to say that I have been out of the United States for 2 full years, working on education problems in India, and have not had the chance to observe in detail the activities that have developed under Federal legislation in the last 2 years.

So perhaps you have a good team to testify here today in the sense that Dr. Smith has been here and has detailed acquaintance with what is going on in many places, and can look at that side of things, and I can look at broader policy considerations.

You wrote me a letter, or your staff did, suggesting that I comment on three or four points. The broad intent of the Elementary and Secondary Education Act of 1965 and particularly Title I of that act, the compensatory education funding title.

Second, something about what has been achieved under the act. Third, what major problems seem to be. And fourth something about the problems of assessment, which in a way combines with the third heading.

I'll say a few words under each of these subheadings.

INTENT OF ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965

First of all the intent of the Elementary and Secondary Education Act of 1965, and particularly Title I. Of course, the legislation itself was very, very broad. It was in five major titles, and comprehended quite a spectrum of activity in elementary and secondary education. I won't comment on the remaining titles beside Title I, unless you direct our attention to them later on, but will jump immediately to the point that Title I, which provided upwards of a billion dollars a year in add-on money to local school districts in the United States was designed to make up for environmental handicaps of selected groups of children—children who research was showing at that time were not being successful in schools, or to put it the way I prefer, children with whom schools were not being successful.

The explanation offered—and I think the explanation still held by many authoritative people—is that the difficulty these children are having in schools grows from the difficulties that flow out of a poverty environment, and it was clear by the mid-1960's that very large proportions of our minority group people—blacks, Spanish-speaking people, others—found themselves in the category of coming from poor families and suffering these environmental handicaps.

The theory behind the legislation was that it was possible by adding to and improving education services, and focusing them particularly on these groups of childen who were having difficulty in schools, to make them more successful in school.

At the time the legislation was passed there was no broad educational prescription, no one had an automatic system that was guaranteed to work on behalf of these children. It was assumed that additional energy to provide a whole variety of different kinds of services—and many examples were given in the course of testimony on the legislation—it was assumed that these add-on services, ranging from remedial reading activities, to added teachers, to special guidance services, to health services, to meals for children, to a whole shopping list of possible additional aids to make education more effective on their behalf—would somehow solve their problems.

And the Congress, and indeed I think the administration, did not presume to say exactly what combination of things ought to be tried or how they ought to be worked together to produce the desired result.

LOCAL SOLUTIONS

The legislation did, however, say a couple of very definite things. It said that the decision about what was going to be done in the schools was a local decision, and that the prescription to be made for any group of children in New York or Detroit or in a rural area, would be decided by the local school district.

So, again, there was no national prescription. And secondly, the legislation—and I am picking out only two important points—said that there should be a concentration of these funds, that by various formulas that were worked into the administration of the program, funds should flow in a concentrated way to provide additional services to target groups and not be spread broadly among all the school population. The target groups being, of course children selected because of poverty considerations in their backgrounds.

This, in a very oversimplified way, was the intent of that major title, carrying over a billion dollars a year in the 1965 legislation.

I think it has to be said also that as with any piece of legislation, there were compromises made that had to do with getting the legislation passed in the form that it took. There had been a long history in the Congress of efforts to involve the energies of the Federal Government on behalf of the schools, and on behalf of the school children, and it was by and large a history of failure with the exception of the National Defense Education Act.

You could trace it back on the Republican side to the time when Senator Taft was proposing school-aid bills back in the late 1940's and early 1950's. You can find it on the Democratic side in the Kennedy period when various bills were proposed. But all of these floundered.

The passage of the 1965 act was in a sense a very difficult balancing act, which I don't think we need to explore in detail, but it had characteristics about it which made it possible to pass it and which have made it difficult to administer.

BUREAUCRATIC RELATIONSHIP

It set up a whole new set of relationships involving the Federal bureaucracy, the State bureaucracies, and the local bureaucracies in education. And I use bureaucracies not as a term of condemnation at all, but as a word to describe the people involved in the administration of education affairs at the various levels of government.

The new set of relationships set up by the act, in which there was Federal responsibility for seeing that funds flowed in a certain way, State responsibility for approving projects carried through by local school districts, and local school district responsibilities for designing those projects in accordance with the legislation, created a brand new and very tricky set of relationships within which to work. This is still true, and I expect will so continue.

But I think those who are working within this set of relationships have moved, over this period of 5 years, from some very contentious relationships to some relationships which I think are considerably more constructive.

Well, these are some very broad comments on this matter of intent. What has been achieved? I am going to leave much of the detailed comment here to Dr. Smith and just point out some things that occur to me as a person who certainly has no comprehensive view of the United States in this regard.

RESPONSIBILITY FOR DISADVANTAGED CHILDREN

One thing that has been achieved is that as a result of this congressional action, we have put the matter of children whom schools don't serve well on the agenda of every school board in the United States.

There is a sense of responsibility about the problem which didn't exist before. And that sense of responsibility on behalf of these children I think is very broad and general across the country. That isn't to say the people have generally found the solution on behalf of these children, but if you look at the attitudes and actions of local school districts, let's say in the late 1950's and early 1960's, you find a singular absence of the kind of concern for the children of the poor and the children of minorities that now exists very generally.

Senator MONDALE. Will you yield there? A few weeks ago, Dr. Marilyn Gittell, a political scientist, appeared before the committee; and I asked her, why is it that 45 years ago the central school systems were the envy of the country and were working so well, and today apparently teachers are fleeing central districts.

And she said, well Senator, they never were the envy of the country when it came to poor children. The disadvantaged children had been ignored. It wasn't a case of dealing with them, they were just ignored.

And she pointed out that in 1970 there were three times as many slots in elementary schools in New York City as there were in high school. It just was assumed that poor children never made it even to the high school. Although when we get so enormously frustrated with our inability to see clear answers today—and we should be frustrated by that because a just society must have these answers—it is, as you point out, an enormous step forward that American school districts and the Federal Government are now concentrating on the long overdue issue of how the children who have been cheated in the past can get a fair chance.

Do you agree with that?

Dr. HOWE. Certainly I would, and of course it is a fact that at that time you refer to, there were lots of fifth grade dropouts, as opposed to 10th and 11th grade dropouts we have now.

I think that the legislation has put on the agenda of many, many school districts some specific practices that hold great hope and have achieved some success.

For example, it seems to me that the new thrust across the country in emphasis on early childhood affairs has been in part influenced by this legislation, and in part influenced by other legislation that has passed the Congress. The whole Headstart operation, originally under OEO, an adventurous and good program, stimulated this program in many ways. I can recall during the years of my commisionership pushing very hard to persuade school districts that one of the ways for them to plan good programs under Title I was to give preference in the use of these funds to early childhood activities, feeling that differences made in those years were probably more significant differences than could be made in later years.

That kind of interest has been much expanded, and you now have before the Congress appropriations and legislation concerned with day care and special early childhood legislation of various kinds. Although I am not actually up to date on all of this, it seems to me that that kind of thinking that is now going on in the Federal Government depends in part on the fact that this early legislation tended to emphasize preschool programs.

USE OF TITLE I FUNDS

Senator JAVITS. If I may, Mr. Chairman, before you go ahead.

Title I is causing Senator Mondale, myself, and others a lot of worry. We are its most ardent protagonists, but we run into a lot of evidence that its funds just get thrown in the hopper and used for general school budget purposes, whatever may be the labels on the bottle.

And that it really doesn't zero in to help the disadvantaged children with special projects, remedial reading, special instruction, and many things that we had hoped for which deal directly with this question of equal educational opportunity. Because that is a very important part of our target population.

So we appreciate your just having come back, et cetera, but I would hope very much, sir, that you and perhaps Dr. Smith with you, as a team, could take a more continuing interest in this matter and perhaps before we close the record would be able to give us some critique on Title I which could be very helpful to us in this field.

I'll tell you frankly that I am very worried about it. It involves large sums of money. The only justification for it originally within the doctrine that Senator Morse laid down was for the disadvantaged children. It was extended to them even if they were educated in non-public schools. And we have reason to be very concerned about what is happening.

Dr. Howe. Senator, I share your concern. And Dr. Smith and I would be glad to help in any way we can. I think however, that comprehensive studies of Title I and of compensatory education and its effects are a very large job. And I don't think that any individual in his spare time is going to offer this committee a real perspective on the matter.

Now this committee has done a great service in the type of study it has already done of the flow of funds for compensatory education. I refer to the study by Steve Bailey, who happens to be a friend of mine, and Seymour Saxe, and Allen Campbell, and others. This kind of study can be refined. Examples can be looked at on a sampling basis across the country, and this committee can find out more about what works and doesn't, and what is wrong and what is right.

But I think that a major assessment is probably going to take the design of large role studies, rather than the off-the-cuff reactions of people like myself.

Senator **Mondale.** Let me follow Senator Javits on this point. The two of you are in a position where you can help this committee enormously in pointing up major problems, and hopeful strategies, as you see them. Both of you have worked in crucial positions, and I would hope that while you might respond with data and technical analysis, which are very important, that today you might hit hard at where you think the key problems are and where the key hopeful strategies might be found.

PROBLEMS WITH TITLE I PROGRAMS

Dr. **Howe.** Let me go quickly to the problem areas. Let me mention first of all that I think there are some success stories in Title I, in local cities. No question of that.

I reviewed quickly, before coming down here, the publications of the Office of Education about success stories in title I. Some of them are impressive.

There is debate about many of these. The More Effective School program in New York City, Senator Javits, has been disagreed about by authorities. Some people are saying it is proving a great deal; others say it is not. The publication that the Office of Education puts out in regard to this indicates that it is a successful program. You find in the realm of education a less measurable kind of activity than you do in some other realms. It is therefore hard to come to facts and figures even when you are talking about reading achievement scores.

When you get to other issues about what kinds of values children are learning, attitudes they are developing, that sort of thing, it is very difficult to measure these components. So it's a tricky business deciding whether Title I projects are really succeeding or not.

In the realm of problems, I could speak about this very broadly and also somewhat narrowly. Very broadly, the essential problem is that, we are trying to change a whole set of institutions, the schools. And institutions are very difficult to change. The Congress is aware of this. Institutional change always takes more time than is expected, and in connection with Title I, we are working against a background of expectations about the effectiveness of the program, which is probably unrealistic. Yet it is important to observe that I don't believe you can get a billion dollar program through the Congress of the United States without raising expectations beyond a reasonable point, to be very direct about it.

So that let's concede that expectations have been inflated. And let's say also that there are a set of definite operational problems in connection with this legislation.

This legislation says there should be concentration of these funds. There has been too much dispersion, and there is evidence of that. There are places where they have been spread around by the counties to which they go rather than focused on the children of the poor, who should benefit under the formula.

They have been used in some instances for things that they should never have been used for. I can recall in my period of responsibility for all this that somebody built some swimming pools with Title I money.

Senator MONDALE. All white.

Dr. HOWE. An improper thing to do.

Senator MONDALE. Known as the "Howe pool."

Dr. HOWE. Yes, sir. You have studies by Ruby Martin, well-known studies, which point to some of the abuses that have existed under Title I. I think it's a mistake to generalize those criticisms into all the activity supported by Title I, because again I believe there are success stories.

COMPARABILITY

So I think we have to keep in balance on this. The differential financing of city as compared to suburb, and of white school versus black school in the city, as developed in this publication [study by Barley and others], shows some of the real problems connected with Title I, and I understand that Commissioner Marland is now working on the problem of what people can call comparability. I applaud that. As school districts have evidence about what they are spending on particular schools and can begin to equate district expenditures from school to school, it will become possible to make Title I money a real add-on, rather than simply a catch-up device which helps schools for poor children get as much as the schools for rich children in the same district.

I will say just one word about the assessment business, which was in your letter to me. I raise the question of whether we don't, at this point, after some 5½ years of actual operation, really need a new comprehensive look at disadvantaged children in the United States and at their performance in the schools. I don't think that the so-called national assessment really provides us this in the kind of focus we require.

COLEMAN REPORT

I think the national assessment is a useful device to educators generally, but I don't believe it really comes into focus on the issues raised by title I. I don't think that the Coleman study, which was done before title I, had much impact or provides us any useful evidence about its operation. Indeed a restudy of the Coleman data has continued to raise issues about the validity of some of the conclusions the report reached.

So that about all I can tell you of what really comes from the Coleman study is simply that it documents the fact that as children progress through school, the gap between the rich kids and the poor kids grows greater. It documents that very well.

But in terms of really telling us what the cause of that is there is now much argument by researchers about the implications of the Coleman study.

I am not criticizing Alex Mood or Professor Coleman, who worked so hard on this. They were subjected to very serious difficulties of data gathering. They were subjected to time deadlines created by the Congress, and the Civil Rights Act, the timing of which operated in the way to handicap the study.

I tried at one time to get the Coleman Study delayed, so that we could do a better job on it. We concluded, in the administration, that we would ask Congress for another year to work on that study. I now think we were mistaken about that, but we did review that possibility at that time, back in 1966, when we were doing a crash job of bringing the Coleman study to a conclusion.

You might recall that we presented it to the Congress 1 day before it was due, and that Senator Ribicoff suggested that I was doing this because it was the weekend of the 4th of July, and it wouldn't receive any publicity. That was not the case. It was just 1 day before it was due.

In other words, we do have a real assessment problem, and perhaps one useful thing this committee could address itself to is the possible design of another major look at this whole area in a time when there is a lot more friendliness in local school districts to collecting data about children than at the time of Coleman.

One of the effects of title I has been to open up the whole business of willingness to release achievement data and find out about this thing.

Senator MONDALE. When you first started Title I, there was enormous resistance.

Dr. HOWE. Yes.

Senator MONDALE. And now there seems to be a growing willingness to release data.

Dr. HOWE. Right. Let me conclude this summary, and let Dr. Smith proceed.

Senator MONDALE. Thank you very much, Dr. Howe. Dr. Smith?

STATEMENT OF DR. CHARLES H. SMITH, ASSOCIATE DIRECTOR FOR SOCIAL SCIENCES, THE ROCKEFELLER FOUNDATION, NEW YORK CITY

Dr. SMITH. Senator Mondale, Senator Javits. I do have a prepared statement which I will go through very quickly. And then perhaps if it is your desire, we can zero in on some of the specific questions that you might have.

I do not appear before you today as an official of the Rockefeller Foundation, but as one who became involved in many programs which were established to increase and improve educational opportunities for the poor and alienated. I was involved in Job Corps, community action programs, New Careers, consultant-advisor to the National Advisory Council for the Education of Disadvantaged Children when it decided to take a look at what was happening in Title I across the country.

I also appear as one who spent a couple of years in the U.S. Office of Education in various roles. The last year having been spent as an Assistant for Urban Affairs to former Commissioner Howe.

I have observed and participated in the hopes, struggles, frustrations, failures, and successes of the several ESEA programs intended to increase and improve educational opportunity. It is in this capacity that I would like to discuss briefly from a national perspective those hopes and struggles, frustrations, successes, and failures.

REPORT ON TITLE I

In 1966 with the National Advisory Council for the Education of Disadvantaged Children, I supervised a team of consultants and participated in all the field visits to a number of cities across the country. The objective was to report to the Council what was going on in those cities. Those reports were published and widely circulated. However some of the things that were learned were as follows.

Title I was forcing many school systems to focus on a population that had been neglected. Millions of dollars were spent on equipment and materials which were placed in the hands of people who were the most responsible for the neglect. We saw equipment and materials in storage rooms unused because school personnel did not know how to use them.

Many programs were very quickly and loosely designed and implemented. In many cases the programs were an expansion of programs already in operation such as remedial reading and after school recreation.

Community people knew that Federal money was coming in, but did not know the purposes and objectives nor were they involved in many of the programs.

Teachers in only a few systems were involved in training and retraining. In the second year we observed that the more innovative summer programs had not continued through the regular school year.

More money had been available for the preceding school year—especially summer programs.

The target population had not been adequately identified and scaled in terms of greater to lesser needs.

No priority system, goals or objectives were clearly defined in many cases.

Some systems were beginning to deal with the "world of work" concept for students in bringing in community people and training them as teacher aides.

There was a realization on the part of a few of the size of the task, but they were not in a policymaking position, and had no opportunity or responsibility for program planning.

Those people who had the responsibility for program design had no responsibility for implementation, nor had a working relationship with those who did. And neither the design nor implementation people had any responsibility or working relationship with the people who had the responsibility for evaluation and reporting.

Much was lost between design, implementation, and evaluation.

We observed in some systems people who were regular kindergarten teachers teaching math or social studies to fifth and sixth graders who flatly stated they needed the money.

As time passed and cutbacks had to be made, there existed no mechanism for making intelligent decisions about the programs which should be cut. Evaluation data was poor if it existed—except in a few systems—and frequently programs were cut which had raised the hopes of many parents and students.

The history of concentration of funds on a smaller number of students is well known to you. Yet in many systems, the hardest-to-reach students were not being reached. Consequently the systems lost them to the streets.

It was a classroom in a summer school project in the Midwest in 1967 that the dawn of a new day was realized. It was in an old school—the plaster on the ceiling was falling, the temperature in the classroom was 96, but the classroom was buzzing with activity. Perspiration was rolling off the faces of the teacher and students, but the teacher had captured the imagination of the students and they were working.

I approached a youngster who was sharpening his pencil. His eyes moved to a group of boys playing basketball on the court. I asked him if he would rather be playing basketball; he said, "No, sir. At supper tonight my father will ask me, 'What did you learn in school today?' He will want me to tell him everything and then he will ask me questions. I had better have something to tell him."

It was clear that the supposed disinterest in education of poor people needed closer examination. Upon closer examination, it was discovered that poor people cared very much, but had not felt welcome in the schools. It was shortly after that when the U.S. Office of Education began to recommend parent participation in the goals and objectives of the educational programs and learning activities of their children.

TITLE III

Title III was supposed to be the cutting edge of ESEA. But most systems conducted title III as a separate project. There was neither planning, communication, nor working relationships between I and

III. Very few systems were able to absorb the successful ingredients of III into I and for that matter of I into regular ongoing programs.

In many cases, the Title III programs were reduced each year for the 3 year period, so that original objectives were accomplished in limited ways.

As the funds have expired, the programs in many cases have not been absorbed into regular programs. They either obtain other sources of finance or they are dropped. Many schools feel that additional funds are required rather than incorporating the proven ingredients into regular program. Yes, systems change slowly—too slowly to meet the needs of our youngsters.

Urban systems are in such dire financial straits that the innovations of yesterday not only are not being absorbed, but without outside financing, they are being lost.

In late 1967, the concept of packaging the several programs which could affect impact on the system was discussed. Out of these discussions grew a central cities Title III effort which had the capability to effect instruction, teachers, parents, and midlevel management.

COMMUNITY PARTICIPATION

However, each year after the first the funds were reduced and the impact was subsequently reduced. It became very clear that the system was made up of people who had to be reached more significantly and that change would not come from the inside. The community would have to participate substantially.

Today with parents participating in the career opportunity program combined with some of the other training programs of EDPA and improved monitoring and technical assistance from the Division of Compensatory Education, and substantially greater participation in the decisionmaking process by the community, improvement is beginning to take place.

As one moves around the country, he sees programs which have given encouragement to the parents and students, formed partnerships with the community, provided black and brown youngsters with a climate for learning, capitalized upon their culture and heritage rather than shamed them, struggling for their lives or being phased out due to lack of funds.

One sees continued disenchantment with systems which are rigid to accommodate community input. One still sees teachers making judgments about students based upon the way they look and deciding they cannot learn, thereby not providing them with an opportunity to do so.

The alternative which grows out of the strife and alienation of black and brown youngsters who have sought other avenues to acquire an education have not been viewed as relevant to the systems. Many systems make no attempt to embrace the alternatives and the alternatives distrust the system.

Teacher aides and COP participants who have combined classroom assistance with college matriculation are making a substantial contribution in the communities. They are trusted by both parents and students. They are helping to make a difference.

The community no longer entrusts their youngsters totally to systems which have failed them. They are demanding partnerships and are holding schools accountable for their performance. Title I, through local advisory councils, can and is participating in these efforts, and improvement is becoming visible.

Equal educational opportunity is yet to became a reality. Black and brown youngsters and their parents are still struggling to achieve that goal. Many communities are still divided on the question of equal opportunity. Bond issues are being defeated across the Nation because voters feel that large sums of money will go into the central city. But we must pay for years of neglect and exclusion.

Superintendents who dare to move their systems into a position to respond to the problems with major surgery rather than "band-aids" occupy their positions but a short while. In a Far Western State, the superintendent with the most time on the job of the major cities has been there less than a year. Those school boards who would dare to provide equal opportunity run the risk of recall or defeat or no reappointment.

Some teacher training department heads who dare to depart from traditional practices are highly criticized by their colleagues.

COMMITMENT TO EQUAL OPPORTUNITY

However, where differences are being made, they are being made by people who would dare to recognize that denial of equal opportunity to some endangers the opportunity for all. They have advocated vested interest coalitions and embarked upon strategies that have the potential for making the dreams and hopes of the black, the brown, and the poor a reality.

Every day of their lives, the forces of unequal opportunity make them suffer, but their commitment toughens them. We must be about the business of discovering, training, and placing these people in positions of responsibility for they do not mind being held accountable, in fact they insist.

Finally, the crisis that plagues our schools in the black and brown community is being addressed by the black and browns in those communities. If the systems do not open up, if they continue to respond poorly or not at all, and if they continue to be the first to suffer cutbacks, we will have a crisis of proportions that this Nation has not seen.

Thank you, Senator. That is the prepared statement.

Senator MONDALE. Thank you very much, Dr. Smith. I gather that both of you would agree that there are perhaps millions of children who are not afforded an equal chance in American education today. Now the question that this committee has before it—what do we do about it?

RESULTS OF COMPENSATORY EDUCATION

One of the great experiments to deal with the problem has been the compensatory education movement, which principally resulted in the adoption and funding of Title I.

That program has now been in being for 6 years. When it was adopted, I think most American educators, in response to that question, would say, "let us compensate for the disadvantages of the educationally disadvantaged by providing more money." That was essentially the plea which I think we heard almost unanimously from American educators.

That certainly was the basis for adoption of Title I. So that most American educators were carrying a flag which said compensation.

Now we have been at it for 6 years. In your opinion, is that philosophy still correct? Is there substantial hope that equality can be delivered to American children in education by the compensatory strategy, or not? Do we finish this first 7 years basically disillusioned, or basically optimistic about the compensatory strategy?

What changes would be made if it has been disappointing, to make it an optimistic strategy?

Now these are the kinds of tough questions we are asked in the Senate, the Congress. Mr. Howe made a very important point when he said you never passed Title I and funded it—it's now at a billion, five—really, unless you can say it is helping.

Now, is it helping? Or isn't it? And how you you react to that kind of political policy question with which we must grapple on this committee?

Dr. **Howe**. Well, I have said to myself that I still believe in the idea of compensatory funding and I would pick up a word you used in your discourse just now, Senator, that Title I was a large national experiment.

I believe it was, and is. And I don't think that we knew when we started to use compensatory funding exactly what to do with it. I think we had a couple of good ideas, the idea of focusing it. We have not succeeded in fully focusing it.

We had the idea that the services that schools provide youngsters do differ tremendously across the country, and within a school district, and we wanted to bring these into balance to some extent. I think this still is a valid idea.

They will differ very greatly from State to State, however, and from city to city within a State, and Title I is not adequate to bring about a complete balance in that regard.

I think that one thing that Dr. Smith said is very important in this discussion of what we do now. He referred to the early emphasis in buying things in connection with Title I, and I quite agree. There was an overemphasis on audiovisual approaches, on apparatus for schools, in 1966.

PURCHASE OF EQUIPMENT UNDER TITLE I

Senator **Mondale**. It's my impression that the first people to see the potential of Title I were not the educators but the equipment salesmen. They immediately saw its potential, did they not?

Dr. **Howe**. I agree with you about that, and as a matter of fact, if you will recall Title I of the Public Broadcasting Act, which directed the Commissioner of Education to make a study of the use of media in education, in a very broad sense, I think I can lay claim to having written that personally. The reason was my concern for the fact of the overuse and misuse of media growing out of some of the expenditures of Title I funds and growing also out of a survey we made in the Office of Education which discovered that something like $700 million or $800 million a year, out of all our appropriations, was going into various types of media purchases, including books, and that it was a very large proportion of Federal spending for elementary and secondary education.

Senator **Mondale**. Let me interrupt you again, if I may. Many people say that money doesn't make any difference. Dr. Coleman's report was taken to mean that what one must look for is the social and economic mix of a class, and if it was made up of predominantly advantaged children, then the poorer children would progress much more rapidly than otherwise. And it didn't make an awful lot of difference what the inputs were, the theory being apparently that children learn more from each other than they do from the system.

COST OF COMPENSATION

There are many people who believe that. I recall a study 2 or 3 years ago of the more effective schools program in New York which had a per pupil expenditure of I think, $1,800 per pupil. When that first analysis was made, there was a big argument as to whether the children did any better or actually slipped.

And a Harvard economist said that if you were going to use that strategy nationally, it would cost $190 billion in the first decade.

Now, how can you sell that to the American Congress and say, look, we don't know if it will help at all, but let's spend $190 billion on it and see what happens.

I don't think you can sell a program on that basis. What we have to grapple with here is the question of whether the compensatory education theory has failed or not. Whether money is helpful or whether it is a combination of money and better administration, tighter administration. What is it? If we know, that might help.

Dr. **Howe**. Let me get back to Dr. Smith's observation, because I think it's directly applicable. He was suggesting that materials by themselves are not the answer, and he was implying that in bringing about changes that make a difference, the teachers in the schools are key elements. And he made the direct observation that the same people in the schools who had failed with children were now being asked to succeed with them, with perhaps some different materials. But without much else.

FUND HELPS TEACHING STAFFS LEARN

Now I think that one of the great possibilities within Title I, in addition to the whole business of community participation in the schools, is the option of using some of those funds to help teaching staffs learn more about the problems of children who have difficulty in education.

The concept of using the open classroom in the United States, which is now being much discussed—by and large a British product—a more informal type of approach, an approach which brings greater personal rewards to children and recognizes them more as individuals—is a concept which certainly can't be tried effectively without a great deal of teacher training.

Title I funds can be quite properly use by a school district to provide teacher training opportunities, and I think there ought to be more focus on people than things, at least relatively in using these moneys.

Interpreting the Coleman report to indicate that school services if added to won't make any difference, seems to me to be now challenged by some. There have been, I understand, studies in Michigan which indicate that school factors do make a difference contrary to the generalizations produced by Dr. Coleman.

Senator MONDALE. What study is that?

Dr. HOWE. I will have to get the citation for you. My staff informed me yesterday, and I am giving you a generalization, but I believe I can send you specific information.

Senator MONDALE. All right.

Dr. HOWE. There are practices which hold hope, and there are success stories that have been told about the operation of Title I in specific districts.

I believe in Dr. Smith's view, that parent participation is a hopeful element, and I believe that the Office of Education is trying very hard and may have succeeded in writing the requirement for that into the guidelines for Title I. Do you know?

Dr. SMITH. Yes.

Dr. HOWE. I am just not sure of the detail on that, but I believe it has been tried. I know I tried to do it, and failed because of pressures that we were unable to withstand in trying to make a requirement in that regard. But I think it might happen.

Senator MONDALE. We have to go over and vote. We will be back in a few minutes.

Senator DOMINICK. Let me ask one question while I have a chance, before I go over.

In any school, regardless of its makeup, there are kids who do well, and others who don't. As far as I have been able to determine—and I am only basing this on watching my own kids as well as myself—friends and people that I have been to school with—this is due in part to the particular person's makeup. Either he is not intersted in different things and therefore doesn't concentrate on them, or he is having difficulty in absorbing the standard method of teaching.

A great number who do well in school aren't really absorbing anything. They are simply making good grades in order to get the rewards that go with the grades, but are not necessarily getting educated.

Now if that is true, in every district, regardless of where it is, then how could you really come down to the problem of equality of education, when in an equal education setup there are kids who don't make it?

Dr. HOWE. One brief comment. I don't think anybody it talking about having all children achieve the same results in school. I think that the essential point is having all children have a fair opportunity to have some sort of success, which is within the realm of that particular child's ability.

Senator **Dominick**. But the point I am making is that in order to determine whether they do or not, everybody always looks at the results: what children are getting what grades. What their reading average is, and so on.

And if you have that unequal situation in any school district now, my question really is pretty basic—how do you motivate them enough so that everybody wants to pick themselves up from where they are, regardless of what his color is?

Dr. **Howe**. Well, it doesn't matter what color. It does seem to me that if we operate schools as a sorting-out process, with the assumption that these are institutions in which a certain proportion of people are destined to achieve failure, that we base the schools on the wrong assumption.

And that we ought to operate our schools as a set of institutions which assumes a level of success for everybody who attends them and a reasonable level of mastery of certain skills for everybody who attends them, although perhaps with a different pacing.

I think that the assumptions we make in some of the rather mechanistic structures of our schools that says everybody has to learn the same thing at the same time, when we know there are very great differences among human beings, are unreasonable assumptions.

And when you apply to this the fact that some youngsters come to that school with a distinct handicap that grows out of a deprived environment, that youngster needs a very special chance to achieve success. And that is what constitutes equality of opportunity, getting that very special extra chance through whatever imaginative ways we can design to provide it.

Now we have to agree that educators have not been, by any means a hundred percent successful in designing ways to provide it. They are stretching their imaginations on that, and they are having some favorable results in some places.

Senator **Dominick**. I am going to have to go, but I will come back because I think this is of interest and help.

Thank you.

Senator **Mondale**. Now, as I understand the thrust of your answer when I had to leave—and I'm sorry I didn't hear your response to Senator Dominick's question—you are essentially still in favor of compensatory education, but with new directions, new safeguards, new kinds of administrative tools, teaching training, open classrooms, parental involvement, perhaps community control, and so on.

In other words, it is a sophisticated system of compensatory education.

HUMAN ELEMENT IN COMPENSATORY EDUCATION

Dr. **Howe**. The focus on the people aspect, as opposed to the things aspect, as well.

Dr. **Smith**. I would additionally say that if you were to go into a community 5 or 6 years ago and start talking to people about Title I, they didn't know what you were talking about. Even individual schools, the teachers and school principals didn't know what Title I was all about.

You go into the same communities today and you talk to mothers and fathers and kids, and they know what Title I is all about, because they are involved.

I think several of the things that have happened, and there have been experiments around the country with Title I programs, and sometimes just using that allocation to the schools, that have proven that it is possible for children to grow and develop, to their own potential, with this kind of a mix.

The thing that frightens me the most is the fact that we still have a large number of schools, even many systems, that have people in those classrooms who do not want to be there. Who have not changed their minds about teaching black, brown, and poor children, are still under the impression that these children cannot learn, and therefore there is no motivation to learn.

And even though there has been an increased participation on the part of the parents, one force is fighting the other. Where these forces have combined to focus on the child—and there are several programs around the country that have proven this—children have developed.

The program here in Washington—Adams-Morgan—the Woodlawn, and Project SEED in San Francisco. These programs with the right kind of leadership, which have opened up the schools and opened up the classrooms, have proven that a difference can be made.

It frightens me though that we still have a large number of these people calling the shots for kids who have no confidence in their ability to learn.

Combining the COP program and some of the other training programs that have reached out to the community for their involvement and participation of these people, has helped to make a difference.

EDUCATIONAL ALTERNATIVES

I think one of the other things that ought to be considered in the deliberation about Title I is the fact that many of the alternatives that have developed over the last few years to the traditional classroom approach to education, that have resulted in children achieving, ought to be capitalized upon and incorporated into the system. Such as the whole street academy concept, as an alternative to the traditional approach to education.

Many of these programs are dying on the vine for lack of resources. The resources are there, but there is this tendency to be fearful of incorporating them into the regular program, and I think this has to be reconsidered, because many of these alternatives have produced results.

INTEGRATION VERSUS COMPENSATORY EDUCATION

Senator MONDALE. Now I think it's very important to try to understand where you would place your emphasis. Suppose plan A is a quality integrated school approach. We saw that Coleman found that children from disadvantaged backgrounds will learn best if introduced early into quality, sensitive, respectful, integrated school environment. That is plan A.

So we develop a series of programs to achieve that.

Now plan B is compensatory education, with many of the sophisticated adjustments that you have been talking about, and which perhaps might include an element of community control, parental involvement, an effort to make the bureaucracy more responsive to the needs of children in dealing with the attitude problems you are talking about. I am not sure that is all teaching training; I think who controls the purse may have something to do with that, too.

Which strategy would you recommend, or would you recommend both, and if you do, how do you fit them together?

Dr. **Smith.** In my opinion, this time and place in public education as it deals with urban systems, I do not feel that it is a matter of either/or. I fear that a total thrust on plan A to the neglect of plan B leaves black, brown, and poor children out there hanging where they once were hanging, with nothing to hold onto.

It seems to me that plan A and plan B have to move forward equally strong, for while the process of desegregation is taking place—and it has been a slow process, it may even get slower—that all efforts and all stops have to be pulled out to improve those schools where they now stand, because the kids are going to be there. They have no place to go.

And we have no alternative but to make those schools the quality schools that they ought to be. I am hopeful that this is beginning to take place, particularly in some black communities, because the youngsters that I talk to, who are fresh out of college, for the first time in the last 8 or 10 years are returning to the communities from whence they came to work in those communities to help to make them better. Whether it's the schools or the public agencies within the communities, or other kinds of agencies, they are returning, and participating in that effort to improve the total community.

In my own view, it is not a matter of either/or, but I think both have to take place simultaneously.

Dr. **Howe.** I share that view. I could make a couple of comments. I thought the testimony of Dr. Ruth Holloway, who appeared before this committee, was very interesting on this point.

Senator **Mondale.** Yes, the director of the Right to Read Program.

Dr. **Howe.** Formerly in California, and now with HEW.

Senator **Mondale.** Right.

Dr. **Howe.** She pointed out a very interesting fact. Evidently there is a transition from a Title I project into more fortunate schools, and that the more fortunate schools, that is, schools that enrolled more fortunate children, picked up practices from Title I projects in schools which had engineered them originally, and this seemed to be having the effect of providing very great stimulation and a better performance.

Senator **Mondale.** Did you read that testimony?

Dr. **Howe.** Yes, it was very interesting.

Senator **Mondale.** I didn't think anyone read testimony.

Dr. HOWE. I read quite a lot of it.

Senator MONDALE. We have been hearing testimony for a year and a half, and you are the first one to acknowledge it.

Dr. HOWE. We watch the Federal Government, we of the Ford Foundation.

Senator MONDALE. Usually on tax matters.

That's right. She testified that perhaps one of the most remarkable and dramatic results of Title I had been the rich schools that have adopted programs designed for the poor.

TEACHER RETRAINING PROGRAMS

Dr. HOWE. Right, they picked up the practices. The only point being, there is an interesting interaction there. Going back to my earlier point about teacher training, I want to emphasize that what I am talking about is not initial training of teachers in teacher training institutions, but recognizing the fact that the people who are now teaching in the schools of the United States are by and large the people who are going to be there for the next 10 to 15 years.

There will be some turnover, but a very high percentage of these people are the same people who are going to be there 15 years from now. So we need to be imaginative about thinking up retraining activities that really make sense.

Now I am not at all sure that those retraining activities ought to take place in the old-fashioned ways in schools of education. Rather I would suggest that volunteer school districts think about how they identify the small proportion of teachers they have who are being more successful with difficult classroom situations, with kids from deprived backgrounds, and letting those teachers get into effective training relationships with other teachers in the school system, as helping teachers, as people who can demonstrate practices, as people who therefore are not supervisors but are in a role of trying to build their own skills in other people.

Now Title I can be used for that kind of thing. We have been supporting, through Ford Foundation funds, some small experiments in that area. We have found at least the initial results very, very positive.

And I think that you would find probably, if you examined this one activity across the country, a fair amount of that sort of thing. I can't just cite it for you. But it seems to me worth emphasizing.

Senator MONDALE. Let me go back to my question. I sense here a certain reluctance to do more than pay respectful reference to integration, and that the real thrust of your hopes is to be found in very sophisticated changes in the compensatory education movement. Am I correct in that feeling?

REALITY OF RACIALLY ISOLATED SCHOOLS

Dr. HOWE. No, I have a reputation as an enthusiastic integrationist, and I'd like to preserve it. As I testified before your committee in regard to the very important piece of legislation to provide major funds to get at the problem of racial imbalance, which is now apparently beginning to move in the House, it seems to me that encouraging integration is an important role for the Federal Government.

But any realist is going to have to admit that the processes that are involved in integration, no matter whether pushed by law or pushed by money, are going to take time, and you are going to continue to have groups of racially isolated youngsters, groups of poor youngsters, who don't have whatever advantage is provided by association with youngsters from other backgrounds, and therefore, for such groups of youngsters, the compensatory education idea ought to remain with integration and be worked with, just as Dr. Smith said a moment ago.

So I don't regard these as exclusive categories, but I think that the push to expose Americans of all backgrounds and persuasions to each other ought to keep alive.

Senator **Mondale**. Dr. Smith, is that essentially your answer to that?

Dr. **Smith**. I believe we have to move toward an open society. I believe that has to be.

But for black youngsters and parents that I talk to across the country, by virtue of their experience, by virtue of their feeling, they have reason to believe that the forces that oppose integration are more powerful than that which meets the eye.

The only hope they have for increasing the opportunities for themselves and for their children, is to participate in that activity that they have some responsibility for in terms of decisionmaking, planning, and accountability.

They are not able to move any distance from where they are now, and I support the theory that it is extremely crucial that that school where it now exists is not going to pick up and go away, and it has to be improved, and has to be improved with and by the people who are there.

So that the system up until this point has not delivered for these people. They see more results by their direct intervention than they saw when they sat back and waited for the system to deliver for them.

So yes, that is it essentially, I come out that way. I think both have to take place at the same time. But in terms of that community that has been left out of it up until this point, I think that more and more resources have to be placed within their reach so that they can participate in the process. And where this has happened, we are seeing some results.

COMMUNITY CONTROL

Senator **Mondale**. We talked about quality integration, we talked about compensation. There is another movement called community control. It takes the position that, while money is important, what really is at fault, particularly in the central school systems, is rigid, remote, unresponsive, and often insulting bureaucracy, which develops a set of incentives that are not conducive to those children learning.

Dr. Smith, you yourself said you thought one of the biggest problems is that there are teachers who don't believe black children can learn.

The Coleman report, for example, found that 30 percent of the teachers in Indian schools didn't want to teach Indians. So one out of every three teachers didn't want to be there. I think that probably is a disastrous situation.

Dr. SMITH. It might be a little higher in central cities.

Senator MONDALE. Probably higher, that's right.

So that now the parents and the community say, give us control of our own schools, let us run them in a real sense, the budget, the hiring, curriculum; and we can then better teach the pride, respect, desire to learn, the decency that is needed, than we can through any kind of compensatory strategy controlled by the establishment.

Now if you had a choice of plan B, a sophisticated compensatory effort trying to direct these things through Federal guidelines, or plan C, community control—which would you choose, or would you choose both, and how would you combine them?

Dr. SMITH. Once again, I think there are communities that have reached that level of sophistication whereby to totally exercise control over the schools might be very feasible.

There are those communities whose involvement up to this point has been minimal and who haven't had much experience with the operation of schools or innovation of curriculum, and they perhaps need to participate in programs that will raise that level of sophistication.

SHORT-TERM EXPECTATIONS

I think in those communities where it is possible, that there is nothing wrong with that taking place. The problem I have is that wherever it has taken place, up to this point, they have been short run, and that results are expected overnight where communities are exercising their prerogatives by participating, and within a very short period of time it is expected that these children will achieve what an entire system for a century has been unable to deliver.

I think once again we have to do both where in those communities that level of sophistication and the level of interest is present, that the opportunities for this ought to take place. I don't think it's a matter of either/or. I think we have to assess communities where they are, and people have to be provided an opportunity to participate at that level of their sophistication and interest. And in some communities which are much more sophisticated than others, I think this can take place.

The danger, of course, is an expectation on the part of the general public that immediately after this takes place, the changes are going to come. Sometimes it takes a longer period of time just to break down the system that has participated in the destruction of these children.

Senator MONDALE. Dr. Howe, where do you stand on plan C?

Dr. HOWE. Well, I certainly believe in bringing an element of community participation into the operation of the schools. In doing so there are very definite problems of two kinds. One is the fact that sometimes this results in people, whose ambitions have nothing to do with the schools but may be politically oriented and relate to their own fortunes and visibility, can abuse the processes of community control and hurt the schools, and that has to be watched for. Second—

Senator MONDALE. Some say that even happens in the U.S. Senate.

Dr. HOWE. I think that turning over the schools 100 percent to a very small local entity probably won't work. There is a need for some general policies to be reflected in all schools in order to attract support for the schools in a school district generally and in order to have some common denominators of education that are significant for American citizens guaranteed in schools.

But it is possible to turn over a good deal to a community and certainly a great deal more than is typical of most schools, and I think the intelligent way to start on the process of community involvement in the schools is to begin to give people in a community, on an organized basis, with understood responsibilities, some prerogatives over two things—some money, and some time.

RESPONSIBLE COMMUNITY INVOLVEMENT

If it costs $500,000 to run school X—you don't need to give it all to the community and say, "do anything you want with it." But you can say to an organized community group that has some recognized responsibility for the schools and give it $50,000 or $100,000 of that money. You can ask such a group what new options for its children it proposes to design and bring into being with this funding, and you can really let them do it.

Providing some funds for local decision will take a lot of work on the part of community people, and yet it can be most productive, both in building their sense of responsibility and building useful changes in the school.

Second, you can give school time for local community use. This is the other thing the school spends for children. Time. And typical school routines are fairly rigid. You might say to a community group, "a fifth of this school day is up for grabs, what would you propose," or "a fifth of the children's time can be used for different directions to see if they are more productive for your children."

So that by getting into community control with some understood options and with responsible groups, I think you have a different situation than if you just create an anarchy, just say to a lot of people who aren't organized, this is your school, you run it.

I am in favor of community activity in these senses, and I think it can develop a kind of responsibility in a community which will justify further community control.

But I don't think you can start with a big bang, all at once, and just turn the whole show over a hundred percent. I don't think it will work, and what's more I think some of the forces arrayed against local community control, like the organized teaching profession, for one, will be very difficult to contend with if you try the whole hog approach. These are my general observations on the subject, and I don't think they necessarily deny plan B. I think plan B for compensatory education can go along with the idea of community control, and that some of the add-on money that might be provided could well be the compensatory funds that come from the Federal Government and the Federal Government might, along with the school district, bet on the imagination and ability of local community people.

Senator Mondale. All right. Now, we agree that there are millions of kids that don't get an even chance in American education. I think all of us agree that there has to be a full effort to erase this tragedy.

If I were to ask you the four or five—or pick your own number—things that you would place as high priority essential steps to be taken by the Federal Government to assist in achieving that objective, what would you recommend? And essentially in what order of priority. Start with Dr. Smith.

Dr. Smith. I have one comment on a previous statement before I comment on that, if I may, please.

Senator Mondale. Sure.

POLICYMAKING OPPORTUNITIES FOR MINORITY PARENTS

Dr. Smith. I know a number of people in public life today who launched their careers from classrooms as teachers, and then on school boards, and eventually presidents of school boards, and so forth, and as I float through minority communities, particularly the black or brown communities, I find that some of the most able leadership in that community is from parents who became involved with the schools, found out just how bad they were, and began participating in those efforts to improve them, and were so successful in doing so, at least focusing on the problem, that the community began to view them as able people.

And I have no objection whatsoever to that kind of a person eventually ending up on the school board as president, and perhaps affording himself the luxury of a heretofore denied opportunity to launch the political process, career type thing from there, too.

I think that is very helpful, and healthy.

In terms of priority——

Senator Mondale. We just had the president of the New York City school board, and he said he had nothing to do with the school system. He had no power at all.

Dr. Smith. That may be.

Senator Mondale. He was sure it was.

Dr. Smith. Well, in terms of my own priorities—and I'm not sure that in all cases the Federal Government can participate, but——

Senator Mondale. We'd like to hear the Smith Plan for a Better America.

Dr. Smith. The thing that I am the most interested in is opening up the doors of opportunity for minority groups to accelerate themselves to positions of responsibility in decisionmaking. Too frequently, as one moves around the country to various systems, he finds at the top of that system people making decisions about the life of children that they never focused on before and know very little about, and are in many cases totally inadequately prepared to make decisions about those children.

In those systems where we find the doors of opportunity have opened, they have at the top of that echelon people who are representative of the groups that are being served, participating in those decisions and participating in the education of those children, and we find things happening that are good for those children.

MINORITY GROUP ADMINISTRATORS

At the top of my list then would be opening up the doors of opportunity for minority group administrators to move themselves into positions of greater responsibility, and by that I specifically mean into superintendents and deputies and so forth, which has been an area that has been completely closed up until recently, and when the door first opened, the first position that they began moving into were positions such as director of human relations, specialist in integration, coordinator of integration, or whatever.

And they were staff, at no budget, had no responsibility and had no power.

The community, of course, is responsible for this, and in those places where those people have moved into greater positions of responsibility, in those systems we find things happening that are healthy, and I will name one or two where this has happened.

As I look around the country, one of the systems that has one of the best records of accelerating minority group administrators into positions of responsibility is Detroit, which a few years ago had a very few even in line positions and today it is maybe 40 percent or better.

But certainly better than any other system anywhere in the country.

The same thing has happened in the Philadelphia area, where minority group administrators have been moved toward positions in the higher echelon, and have participated in making decisions about people they know something about. That is No. 1, in terms of what I see that needs to take place.

No. 2, I think we have to find the means whereby people can move into positions at the mid-level, the principal level, the coordinator and supervisor and director level, while they are still young enough to be innovative and still have enough energy to participate in the crisis that is taking place in the schools, rather than having to wait until they are way after 50 years of age, by dancing over all the musical chairs to participate in the education of these children.

The third thing that I think needs to take place is understanding on the part of that system and that individual school that it is there to serve a constituency, which is the parents and the children of that community, and they cannot serve them unless they participate in making decisions about the goals and objectives of that school.

RELEVANT CURRICULUM

The other thing that I think needs to take place, and I see it happening in some places, is an understanding that curriculum innovation is not taking Dick and Jane and giving them a paint job, and calling it curriculum relevant to the black community.

I think that the culture and the heritage of individual students, whatever the melting pot mix may be, has to be representative of that culture and that heritage, taken into consideration in the total curriculum, and instructed by people who understand that the Indian is not someone who rides across the TV screen with a tomahawk in hand.

And I could say more about the black and brown community too. I think these four things begin to recognize the necessity for the school becoming an institution that responds to its constituency, regardless of what the mix is in the individual community.

And of course we get into the whole business of teacher training, which begins with a healthy respect for he who is being instructed as one in his charge. I have no reason to believe that the poor teacher of 20 is going to be a better teacher of 40, or vice versa. I have no reason to believe that the poor teacher of 40 will become that much a better teacher when that teacher has 20 students.

The good teacher of 40, I suspect, will be a better teacher of 20.

I don't want to play the numbers game to that extent because we have to recognize individual ability of those people.

These would be the top things on my list.

Senator MONDALE. What is the Howe Plan?

Dr. HOWE. Well, Senator Mondale, I had a chance to develop a list while Chuck was talking, and I have five items, but I won't necessarily defend any priorities. But here they are for what they are worth, on a quick basis.

EARLY CHILDHOOD

First, a continued thrust in the area of early childhood concerns, very broadly supported by the Federal Government. And here I am not just talking about education legislation but day care legislation, and interest in program activities related to day care. In other words, what happens in the day care center is more important than having the day care center in lots of ways. Day care centers can be destructive.

Senator MONDALE. So you would place strong emphasis on a comprehensive preschool child care program?

Dr. HOWE. Right, involving a whole variety of kinds of activity related to health, to intellectual stimulation, and to the social development of children.

Senator MONDALE. Right.

RESEARCH ON LEARNING

Dr. HOWE. Second, I think that there is still a need for more attention to research on learning and research on motivation. I think that all the conversations we have had today and the conversation that educators have had for the past 5 years about contemporary education tends to be at a kind of middle experimental level of dreaming up an idea and giving it a try, rather than going back to some basic theory of learning and motivation and developing from that a rational set of possible procedures to try.

And therefore, to a degree, we are tinkerers. And we need to become systems men. And if we are honest about it, we haven't yet become systems men in education.

In that sense, I support the sorts of things that are being talked about in the Congress regarding the National Institute of Education.

Senator MONDALE. We have recommended the creation of a National Institute of Education as part of our education act. I think funded at $400 million—with the objective of gearing up the whole area of educational research, evaluation, and experimentation.

Is there something along that line on which you would place a high priority?

Dr. HOWE. I would, and I observe further, that we tend to approach this problem in a different way than the people who go to the moon have approached their problem. I think we must not assume that this is an easy problem to solve. This problem is a lot tougher problem to solve than the problem of going to the moon, because there are so many variables and human elements in it.

FEDERAL ENFORCEMENT

Third, I think that the continued concern about racial isolation both in terms of the program aspects, Federal money available to help school districts do something about it, and in terms of the legal aspects, the activities of the Justice Department and HEW in enforcing the Civil Rights Act, is an important area of concern for progress in the schools.

LEADERSHIP TRAINING

Fourth, I would pick up and agree with the point that Dr. Smith made, the whole question of personnel training, and he brought in a new element with which I heartily agree, the business of leadership training, which we haven't discussed this morning.

As a small example, I guess about half the budget I now administer for the Ford Foundation, related to elementary and secondary education, is going into leadership training activity, because we have decided it is an important area.

I think much more needs to be done on this, and I don't mean just in the training of superintendents of schools, but in the training of teacher leadership also. Via the Education Professions Development Act that is now administered in HEW, training needs can be met.

And finally, the subject of our conversation today, continued emphasis on compensatory education, because I don't think we have milked all the possibilities dry, and I think that ought to continue and be funded. We have to exercise more patience than may be comfortable for us to exercise in regard to putting money into that legislation. I believe it continues to be worth it.

Senator MONDALE. What is your attitude on funding levels?

Dr. HOWE. Two things. One, there is too much dispersal of the funds and not enough concentration. And second, that the funds are probably not adequate. They need to be higher.

FUNDING FOR COMPENSATORY EDUCATION

Senator **Mondale**. What would you recommend as a current funding level for Title I?

Dr. **Howe**. I really would like to have a chance to think seriously about that, rather than give an off-the-cuff answer, because I think it's an important question, but also a technical question.

Senator **Mondale**. Why don't I ask both Dr. Smith and you to respond by letter if you would, on the funding levels you would recommend, and more specific detail on the changes you suggested somewhat generally in your testimony so that we can include your recommendations in the record.

Dr. **Howe**. I'd be happy to do that. Let me make a final observation about these five points, and that is that these points are calling for Federal money with a mission, as opposed to Federal money without a mission, and I believe that in education, at least in the crisis aspects of education, where the Federal Government is concerned with bringing about intelligent change, that the money invested has to be money with a mission.

I am not totally opposed to the concept of revenue sharing with the States, but I think that a large portion of the funding provided by the Congress that is going to make a real difference, is going to be money that has more than a dollar sign attached to it. It is going to have to have a mission attached to it, designated by Congress.

Dr. **Smith**. Senator, if I may, I'd like to support the four or five points that Doc just related, and emphasize one in particular.

I am very much supportive of the necessity for preschool day care and what happens within that as being extremely important in the early development of children, but along with that is a necessity to provide the next stages so they don't get destroyed after they come out of that.

INSTITUTE FOR EDUCATION

And I'd say, on the Institute for Education, it seems to me that this is an extremely critical program. I would hope, however, that it would represent in its composition of staff and expertise the problems that we are now confronted with in education, and bring unto it that kind of representation and thinking, rather than just a poor think tank of poor scholarship, rather than the people who can deal with the realities of what we are fighting with and struggling with every day, both in terms of composition of staff as well as expertise.

Senator **Mondale**. Let me ask you to respond to a couple of other items which, at least in my mind ought to rank very high on the list of obvious things to do.

BILINGUAL EDUCATION

One is bilingual and bicultural efforts. Now we have maybe 2 or 3 million American school children who do not speak English whose teachers by and large are monolingual in English. In addition to that, the textbooks and so on are not sensitive to those different cultures.

Our hearings on educational problems of Mexican-Americans, Puerto Ricans and Portuguese, Asians and other minorities, would indicate absolutely disastrous results.

Would you not also support a well-funded national program to bring bilingual, bicultural educational opportunity to the children in this country?

Dr. SMITH. I certainly would. I would list that as a very high priority. I have seen some programs, Senator, that appear to me to have a great deal of the answers in terms of how these children can be reached very early.

I have seen classrooms where there are Chicano students, Chinese students, in separate classes, in San Francisco, for example. I have seen a bilingual program that has in that classroom a teacher who is proficient in Spanish, and a teacher who is proficient in English, and both are bilingual. The children are taught in Spanish, it's translated into English, they are tested in Spanish and then in English, and it's amazing to see the difference in the achievement scores between the Spanish and the English, and how much better they come out with this kind of an arrangement than the way they come out when they are in a classroom where no recognition of the language and the culture is made.

I have seen the same thing happen in the Chinese community, and the results are very encouraging.

Senator MONDALE. Frances Sussna testified before our committee. I think she is in charge of that program.

Dr. SMITH. The one I was referring to was in the San Francisco schools. I do know, however, about the multiculture institute.

Senator MONDALE. That's what I was referring to.

Dr. SMITH. And we expect that out of that program will come a model that will prepare teachers and administrators from across the country to deal specifically with that problem by being able to develop those kinds of programs, whatever the ethnic mix may be in the communities in which they work.

They are two different models, but I think aimed at the same goal, and I would place that as a very high priority.

Senator MONDALE. It's interesting that the three top witnesses we have had on Spanish-speaking education in this country—Dr. Palomares from California, Dr. Pantoja from New York City, and Armando Martinez, a graduate student at Harvard—each had spent from 2 to 3 years in subnormal classes when they began school. They were put down as dumb kids. They are young people.

So this is not something that happened in medieval times. This is happening right now. And these people are each experts in their field. If that kind of child is put down as dumb, what is happening to the average kid in these schools?

I think it's disastrous.

Dr. SMITH. I have friends who now hold degrees from very prestigious institutions who as youths were placed in special education classes because they didn't know what to do with them. The situations are parallel.

Senator **MONDALE**. Of course a lot of States provide incentives to school districts to place children in special classes for the subnormal or near normal.

Now another point relates to higher education, but relates back to your point about bringing minority principals and administrators and superintendents into the system. Every year in our American schools there are about a million kids that go through the system, do very well, are clearly college material, but unable to go to school because of the financial reasons, motivational problems too, but financial barriers are still very difficult, indeed are probably getting worse with inflation and the cost of our education.

Wouldn't it make a lot of sense to have a crash program to make certain that these people that have somehow made it through the system, nevertheless get to go on to college or vocational school, and get that additional education they need?

Would that not be in itself a tremendous source of reform in American education?

Dr. **HOWE**. Yes, it would be to some degree a motivational thing for youngsters themselves in the sense that they see opportunity at the end of the educational tunnel, rather than a dead end. Also it would be a very good social investment from the point of view of the United States to have a broader program of student aids that would help young people to pay the cost of college.

The cost of college in both public and private institutions is going up partly through inflation, and partly through the colleges raising the cost at the same time the inflation is going on. And I think that is going to continue.

So that it seems to me that reconsideration of the whole structure of Federal assistance to higher education that is now before the Congress is a very, very crucial matter, and that this point you raise is perhaps the most crucial aspect of it.

There is an aspect of it which is important, if not equally important, which is how the institutions survive. How do the institutions get enough funding to remain physically healthy and viable, and that is also being debated before the Congress now.

But the point you raise has specifically to do with helping students, and I believe that a broader program than the one that has been in existence ought to be designed in the process of this year's discussions.

Senator **MONDALE**. Very well. We would like, perhaps in the next 2 or 3 weeks, for you to respond to some of these things we are talking about more fully by letter. We will be submitting questions to you for further response,* if you would.

And we are most grateful to you for your very helpful contribution here this morning.

The committee is in recess, subject to the call of the Chair.

(Whereupon, at 12:06 p.m., the Select Committee was recessed, to reconvene at the call of the Chair.)

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*See Appendix 1, p. 5787.

APPENDIXES

Appendix 1

MATERIAL SUBMITTED BY THE WITNESSES

FROM DR. MARCUS A. FOSTER

AUGUST 24, 1971.

Dr. DONALD HARRIS,
Executive Educational Specialist, Select Committee on Equal Educational Opportunity, U.S. Senate, Washington, D.C.

DEAR DON: During my testimony on July 14, I mentioned how closely achievement (the way it is usually measured) follows socioeconomic status. I mentioned a list that I had with me that gave the percentage of students at our secondary schools who are on AFDC and pointed out that this is in inverse order of achievement. Senator Mondale asked me to leave a copy of the list with him. I had written some notes on the back of the list and did not leave it at that time. Enclosed you will find a copy of the list (Exhibit I) and I hope that it will be useful to you now. My Research staff indicates that correlations between the AFDC percentages and the percentages of students below grade level in reading and arithmetic are as follows: AFDC vs. reading .87; AFDC vs. arithmetic .90. These are, of course, inverse relationships since the achievement figures are what they are. These are indeed grim figures and represent enormous challenges to the schools and other agencies in Oakland.

There were two other questions to which I promised to respond and these questions and the responses follow:

1. *What is the present per pupil cost in Oakland as compared to Orinda, Moraga and Piedmont?*

Exhibit II is a table that shows some comparative figures for these districts. You will note that our costs are, in fact, the highest. The differences shown do not reflect fully the situation, however. It was costing us over $960 per pupil in 1969–70 to support a markedly curtailed program. During the years preceding my coming to Oakland the district had cut supplies budgets literally to the bone as was the case in many other categories. Schools throughout the district have gone unpainted for years. Reserves of paper, pencils and books have been exhausted. Our costs related to the cafeteria program which includes services to high percentages of students from AFDC families are heavy. We also have a substantial investment in community services programs but our transportation and capital outlay costs are practically non-existent.

By way of contrast the neighboring districts have been able to support their programs at a more normal level with the costs that they are reporting. Where this district has not obtained the approval of the electorate for a tax increase for twelve years, these districts have received such approvals more recently and have sometimes had an unused taxing margin in reserve. While their funding levels have allowed for normal maintenance, growth, and development, the static Oakland funding has forced continual curtailments and cutbacks for several years.

In all fairness, I will note that some of our suburban neighbors are *now* beginning to feel the budget pinch. They have not yet felt the cumulative impact, however.

2. *How extensive is the bilingual program in Oakland?*

Oakland's programs for students whose dominant languages are other than English, in the past, have focused on the ESL (English as a Second Language) approach. Some limited district and grant funds have been made available for these programs which have been concentrated in 3 elementary schools, 1 junior high school, and 1 senior high school.

I am happy to say that we are on the threshold of significant program improvements in the sense that the staff and community have developed two elementary projects which have both a bilingual and bicultural orientation. The number of staff and students involved will be nearly doubled in 1971–72.

The "Total Participation for Excellence" program which will be funded by $40,000 of ESEA, Title I money will expand services to two new elementary schools which enroll high percentages of Spanish-speaking youngsters. A second new program, "Bay Area Bilingual Education League", or BABEL, will be a three-district project, funded under ESEA, Title VII (approximately $60,000 for the Oakland component).

Even with these program improvements and the expansion of services planned for 1971–72, we will be able to serve only about one-third of the students who need bilingual programs. In order to launch the kind of thrust that we should be providing, Oakland would need from $400,000 to $500,000 in additional funds on an annual basis.

I hope that these responses will be of assistance to you in your study of urban education problems. It was a pleasure seeing you again and having the opportunity to make some input into the work of the Select Committee.

(S) MARCUS A. FOSTER,
Superintendent of Schools, Oakland Public Schools.

Enclosures.

EXHIBIT I.—OAKLAND PUBLIC SCHOOLS RESEARCH DEPARTMENT: SELECTED NEEDS INDEX INFORMATION FOR SECONDARY SCHOOLS, 1970–71

	Students From AFDC Families			Achievement needs	
				Reading	Arithmetic
	Number enrolled (January 1971)	Number AFDC enrolled	Percent AFDC enrolled	Percent below grade level	Percent below grade level
				(8th-grade class)	
Junior high schools:					
Montera	1,172	14	1.2	30.9	38.8
Bret Harte	1,010	86	8.5	51.7	44.0
King	917	101	10.4	56.0	58.6
Westlake	870	119	13.7	73.9	59.8
McChesney	1,184	185	15.6	54.8	41.7
Claremont	786	144	18.3	65.3	64.5
Frick	991	368	37.1	84.6	81.6
Hamilton	1,326	615	46.3	79.5	73.5
Madison	724	345	47.7	94.7	89.7
Elmhurst	1,104	655	59.3	87.6	88.6
Havenscourt	1,068	642	60.1	93.5	89.3
Lowell	631	421	66.7	89.9	83.7
Woodrow Wilson	589	451	76.6	90.4	93.7
Hoover	549	477	86.9	91.5	92.8
Roosevelt	826	763	87.5	92.9	89.3
				(12th-grade class)	
Senior high schools:					
Skyline	2,504	40	1.6	36.4	41.5
Oakland High	2,298	653	28.4	58.1	54.4
Technical	1,976	611	30.9	74.7	76.6
Fremont	1,698	786	46.3	72.7	80.3
Castlemont	2,462	1,252	50.9	79.5	81.9
McClymonds	861	753	87.5	90.8	91.2

EXHIBIT II.—OAKLAND PUBLIC SCHOOLS, RESEARCH DEPARTMENT—PER PUPIL EXPENDITURES FOR 1969–70 IN OAKLAND AND 3 NEIGHBORING DISTRICTS

District	Fiscal ADA	TCE [1]	Percent of Total	Other costs [2]	Total per ADA expenditure
Oakland (unified)	$62, 876	$890. 13	92. 7	$69. 99	$960. 12
Orinda (elementary)	3, 371	862. 70	92. 9	65. 67	928. 37
Moraga (elementary)	2, 375	717. 09	93. 5	49. 55	766. 64
Piedmont (unified)	2, 535	921. 08	96. 4	34. 57	955. 65

[1] Total current expenses per ADA: Expenditure categories which have direct application to operation and maintenance of instructional program.

[2] Other costs: Includes transportation, cafeteria, community services, and capital outlay.

Source: CTA Research Bulletin No. 253, December 1970.

FROM DR. GORDON L. McANDREW

The School City of Gary, Indiana, today reported success in its first annual review of the Banneker Elementary School, which last year became the first public school in the nation to be operated by an educational service company under a contract whereby the cost to the taxpayers depends on the children's progress.

During the first year at Banneker, 72.5%, or 396 or 546 children in the program in grades 2 through 6, made average or better than average gains in reading, mathematics or both. Thirty-two per cent, or 176 students made one and one-half year's gain or more. In addition, 90%, or 72 of 80 kindergarten children in the program scored at or above national academic "readiness" norms, indicating the likelihood of their future success in school.

The review was based on studies by the school system, parents, faculty and administrators; an independent evaluation by the Center for Urban Redevelopment in Education (CURE); an outside audit by Price Waterhouse and Company and appraisals by educators and observers such as the Rand Corporation and the Office of Economic Opportunity.

Under the four-year contract, the company, Behavioral Research Laboratories (BRL) of Palo Alto, California, and New York, is attempting to bring the achievement levels of Banneker students up to or above national norms in all basic curriculum areas, with early emphasis on the fundamental skills of reading and mathematics.

Today's announcement indicated that, based on at least one measure, standardized achievement tests, marked progress had been made toward this goal.

"Banneker was the next to lowest achieving elementary school in Gary prior to this new program in September, 1970," said Dr. Gordon L. McAndrew, Superintendent of Schools, at a briefing in Gary's School Service Center.

"Seventy-five percent of the school's graduates were below grade level in reading and mathematics. Given the present rate of gain in the new program at Banneker, that statistic will be reversed and children now in the primary grades wil graduate from Banneker performing at or above grade level."

Last school year, student performance was measured in terms of gains between October 1 and June 1 administrations of the Metropolitan Achievement Tests. The 546 students measured in Grades 2–6 in the Banneker program averaged nine and one-half months growth in reading and mathematics combined during the eight months between the two tests.

Kindergarten students were tested at the end of the year on the Metropolitan Readiness Test, an indicator of the child's kindergarten preparation and his likelihood to succeed in first grade work. Seventy-two of eighty students, or 90% of those in the program scored "A", "B", or "C" (superior, high normal, or average). National norms for this test indicate that only 69% of all children in the nation do this well. The average achievement level of 91 first grade students in the project was 1.7, reflecting time that was devoted to teaching readiness skills during the first two months of the school year.

Eighteen students who entered Banneker last fall averaging 6.9 in both reading and math ended the year averaging 8.4 in both.

"As encouraging as the first year's results are, no definitive conclusions will be drawn at this time," Dr. McAndrew said. "Up to now much effort has gone into organizing this new program and making improvements. The second year at Banneker began this month, and we are optimistic that future results will be even better than those obtained so far. Final evaluation of the program will be made at the conclusion of the project in 1974."

Following an audit by the accounting firm of Price Waterhouse and Company, which also certified the accuracy of the CURE report, the amount payable to BRL for the first year of the program was determined to be $662,982.08, out of a potential maximum of $737,671.20.

Price Waterhouse reported that the average cost per student to the Gary schools was $830 for Banneker, almost $100 per child, or 10% less than the $924 spent on each student city-wide last year. Gary's school costs have been rising by 10% per year despite a fixed income.

Dr. George H. Stern, President of BRL, said today, "The program's first year's results demonstrate enormous effort by teachers, parents, students, administrators and all others in Gary concerned with the welfare of the public schools. We have never worked with a more dedicated and responsible group of educators. We all still have a lot more work to do. But considering the kind of energy everyone is putting into the Banneker program, nothing but success is possible." Mr. Stern also said that BRL would earn a profit in the project.

As part of the C.U.R.E. evaluation, parents' reactions to the program were surveyed. Eighty-seven per cent of the parents felt that the Banneker program should be continued. Seventy-nine per cent thought their children had made greater improvement this year than last year in reading; eighty-four per cent, in mathematics. In addition, 76 to 81% of the parents said that their children had made good progress this year in social studies, science, art and music.

Seventy-one per cent of the parents noted that their children read more at home and seventy-nine per cent indicated that their children talked more about school. Seventy-eight per cent said that their children liked school more.

C.U.R.E. interviewed each staff member at the school and reported that both "curriculum managers" and "learning supervisors"—teachers and paraprofessionals—at Banneker expressed a unanimous desire to continue the program into the next school year and wanted to return to Banneker.

The Banneker program was initiated last year by the Superintendent and Board of School Trustees. Then Board President, Dr. Alfonso D. Holliday, II, stated that "the basic educational reason for this contract is the gross underachievement of our children. We are at rock bottom and must try new approaches. We must be willing to be pioneers and no longer say our children can't learn."

Dr. Holliday said that the Board decided to sign the unique $2.6 million contract with BRL because it couldn't continue to present an increase in educational costs to the public in view of the fact that three out of every four sixth graders were achieving below grade level.

"With education costs rising every year, our projected budget this year (1970–71) is for $51 million. Under our arrangement with Behavioral Research Laboratories, Banneker will not cost us any more than we are presently spending," Dr. Holliday had explained.

BANNEKER SCHOOL—1ST YEAR TEST RESULTS

	Scores on metropolitan readiness test (June 1, 1971)					
Kindergarten	Total	A (superior)	B (high normal)	C (average)	D (low normal)	E (low)
Number of students	80	7	28	37	7	1
Percent	100	9	35	46	9	1

	Average grade level on metropolitan achievement test (June 1, 1971)			
Grade 1	Total	Reading	Mathematics	Combined basic skills
Number of students	91	1.7	1.7	1.7

Grades 2 to 6	Individual gains—metropolitan achievement test (Oct. 1, 1970–June 1, 1971)				
	Total	Average (month for month) or better gains in basic skills (reading, math, or both)	Less than average gains in basic skills	Average or better	
				Reading only	Math only
Number of students	546	396	150	224	361
Percent	100	72.5	27.5	41	66

	Average gains—metropolitan achievement test, 8 months (Oct. 1, 1970–June 1, 1971)			
	Total	Reading	Mathematics	Combined basic skills
Number of students	546	0.72	1.18	0.95

Advanced students	(6th grade students entering the program at 6.9 to 1 year above grade level or higher) Average grade levels—metropolitan achievement tests (June 1, 1971)			
	Total	Reading	Mathematics	Combined basic skills
Number of students	18	8.4	8.3	8.35

PRICE WATERHOUSE & Co.,
Chicago, Ill., September 23, 1971.

To the BOARD OF DIRECTORS,
Behavioral Research Laboratories, Board of School Trustees of the School City of Gary, Indiana

In accordance with your request, we have prepared the accompanying computation setting forth the net consideration for services rendered at Banneker School for the school fiscal year 1970–1971 provided under Sections 5 and 7 of the Agreement between Behavioral Research Laboratories and School City of Gary, Indiana dated September 22, 1970. This computation was prepared utilizing data obtained from certain financial, enrollment and attendance records of School City of Gary, Indiana. Such records from which the data was taken, were not audited by us.

In addition, as you requested, we have prepared a summarization of test results for students in grades 2 through 6.

EXHIBIT A

Computation of consideration for services rendered and refund of fees in accordance with sections 5 and 7 of the agreement dated Sept. 22, 1970

Annual per pupil ADA current expenditure costs, grades 1 through 12, for school city of Gary, Ind., for 1970–71 [1]	$924.40
Active enrollment at Banneker School as of Oct. 30, 1970 [2]	×798
Gross consideration before refund of fees for students who did not achieve guaranteed results	$737,671.20

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[1] The annual per pupil ADA current expenditure costs, grades 1 through 12, was obtained from form 9A Annual Financial Report of Indiana Superintendent of Public Instruction as filed by School City of Gary, Ind.

[2] Active enrollment at Banneker School as of Oct. 30, 1970 comprised:

	Number of students	Full-time equivalent students
Grades 1 to 6	751	751
Kindergarten	94	47
Total	845	798

Kindergarten students attend school for half-days. To convert such students to full-time equivalent students, they have been reduced by 50%.

Portion of fee per student at Banneker School attributable to the instructional phase of the program for 1970–71[3]	$848. 74
Number of 6th-grade students who did not achieve at least month-for-month advancement in reading and mathematics for the fiscal school year 1970–71[4]	×88
Refund of fees due for students who did not achieve guaranteed results	$74, 689. 12
Net consideration for services rendered[6]	$662, 982. 08
Active enrollment at Banneker School as of Oct. 30, 1970	÷798
Average cost per student at Banneker School for 1970–71[6]	$830. 80

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[3] The agreement defines the costs attributable to the instructional phase of the program as "all expenditures with the exception of clerical and custodial costs."

Gross consideration before refund of fees for students who did not achieve guaranteed results	$737, 671. 20
Less, clerical and custodial costs	60, 373. 74
Cost attributable to the instructional phase of the program	677, 297. 46
Active enrollment at Bannecker School as of Oct. 30, 1970	÷798
Portion of fee per student attributable to the instructional phase of the program	$848. 74

[4] An accounting for the 6th-grade students with respect to the guarantee provisions of the agreement is as follows:

	Number of students
Achieved month-for-month advancement in both reading and mathematics	43
Achieved less than month-for-month advancement in reading and/or mathematics	88
Subtotal	131
Withdrew or transferred out	12
Attended less than 150 days	3
Other	3
Total	18
Total number of 6th-grade students	149

Of the students who achieved less than month-for-month advancement in both reading and mathematics, 10 students achieved month-for-month advancement in reading only and 47 students achieved month-for-month advancement in mathematics only. Thus, of the 131 sixth-grade students covered by the guarantee, 53 students (40%) achieved month-for-month advancement in reading and 90 students (69%) achieved month-for-month advancement in mathematics.

[6] The agreement states that Behavioral Research Laboratories (BRL) guarantees . . .

"with regard to any student enrolled in the Center for each applicable year (a school year consisting of an attendance of at least 150 days during the course thereof):

> (i) Each student enrolled in the program for three (3) full consecutive years will perform at least at grade level at the end of the third year, as measured by nationally recognized tests; (ii) Each student enrolled in the program for a full school year but for less than three years will each year achieve at least a year's advancement in reading and mathematics for each such year when he is enrolled, as measured by nationally recognized tests, or in the case of any student who cannot read at the beginning of any school year, that he will score at least in the 50th percentile on a nationally recognized reading readiness test.

If a student does not achieve the results guaranteed, BRL will refund the entire fee due it for each student that is attributable to the instructional phase of the program for the applicable guarantee period."

For purposes of this computation, the phrase "at least a year's advancement in reading and mathematics" has been interpreted by the parties to the agreement to mean that a student must achieve a month's advancement for a month's instruction in both reading and mathematics to meet the guarantee.

It should be noted that only sixth-grade students have been considered in the computation of the refund of fees due for students who did not achieve the guaranteed results. No provision has been included in the computation to provide for future refund of current year fees as required under the guarantee section of the agreement.

EXHIBIT B.—SUMMARIZATION OF TEST RESULTS FOR STUDENTS IN GRADES 2 THROUGH 6

	Number of students	Percent
Students who achieved at least month-for-month advancement in:		
Both reading and mathematics	189	34.6
Reading only	35	6.4
Mathematics only	172	31.5
	396	72.5
Students who achieved less than month-for-month advancement in both reading and mathematics	150	27.5
	546	100.0
Students in grades 2 through 6 not accounted for above:		
Withdrew or transferred out	62	
Attended less than 150 days	16	
Other	20	
Total students, grades 2 through 6	644	

SCHOOL CITY OF GARY,
Gary, Ind., September 7, 1971.

Hon. WALTER F. MONDALE,
Senator From the State of Minnesota,
Washington, D.C.

DEAR SENATOR MONDALE: As a follow-up to my testimony before your Committee on July 14, I am enclosing an evaluation of the first year of Gary's Bilingual Pre-School Program. Most of the funding for this effort came from Title VII ESEA.

I have attached to the report an abstract which indicates the very significant progress made by the children enrolled in this program. Needless to say, we are very encouraged.

The report on the first year of the Banneker Contracted Curriculum Center has been delayed. As of now, I expect it the latter half of this month and will send you a copy as soon as we receive it.

I appreciate the opportunity of appearing before your Committee and wish to thank you for the commitment you have made to improving the quality of urban life in this cocuntry.

With all best wishes.

Sincerely,

GORDON MCANDREW,
Superintendent of Schools.

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EVALUATION REPORT

PRE-SCHOOL BILINGUAL EDUCATION PROGRAM

Gary, Indiana Public Schools

Prepared by:
Catherine Hughes

This report is prepared in compliance with the requirements of Title VII of Public Law 89-10 for any project funded by Title VII. The Project Director of this program is responsible for making the distribution of this document. Date of this report is August 16, 1971.

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PRE-SCHOOL BILINGUAL EDUCATION PROGRAM

Gary, Indiana Public Schools

EVALUATION REPORT

Evaluation is done to assess whether objectives have been realized and the extent of the progression or regression. The data that results from an evaluation well conducted with appropriate instruments also provides information that will lead to improvements in the operation of subsequent programs. But the most important immediate function of evaluation is the information on each child available to the learning team (teacher, teacher aid, parent volunteer, and program director) to help each child individually with his difficulties in the classroom or home and to change the curriculum and/or schedule, when advisable.

This report is based on the testing and sampling of two evaluators, Benjamin Luna, Research Assistant, and Catherine Hughes, Foreign Language Supervisor Teachers trained in workshops conducted by William Hoock, Research Associate, and the two evaluators assisted with some phases of the evaluation.

Testing dates were determined in advance with the Director of the Program, Tom Miranda. Meetings to review data with teachers were held during their inservice time, with the Director both at his office and at the Service Center, and with the Advisory Board at their regular meetings.

The scope of the report will encompass the following:

1. Review of objectives and evaluation results
2. Conduct of and observations on the evaluation
3. Recommendations for improvement of the evaluation for next year's program
4. Appendix

Part I. Review of Objectives and Evaluation Results

Objective	Evaluation Result
To improve children in motor control and visual-auditory perception	The Beery Developmental Test of Visual-Motor Integration was given at the beginning, midpoint, and end of the program. The pretest was administered to 113 pupils (57 boys, 56 girls). The Age Equivalent High was 67 months and the low was 0. Chronological age ranged from 69 months to 36 months. The midpoint test was administered to 30 pupils (11 boys, 19 girls) with an Age Equivalent ranging from 77 months to 34 months and chronological age ranging from 65 to 42 months. The post-test was administered to 19 pupils (13 boys, 16 girls) ranging in Age Equivalent from a high of 67 to a low of 49 months. The evaluator's reports are attached. See Part IV, Appendix. The Wepman Auditory Discrimination Test was tried with 25 pupils at the start of the program, but none could take it successfully. At the midpoint it was administered to a sample of 12 (5 boys and 7 girls) and at the end of the program to all pupils present who will participate in bilingual kindergarten next year (68). At the midpoint, of the 12 tested, three were at or above norm, five close to but below norm, and 4 were far below norm. On the final testing, 32 were at or above norm, 22 were close to but below norm and 14 were far below the norm. The evaluator's reports are attached. See Part IV, Appendix. In two and a half months, the pupils tested at both the midpoint and end of the program improved an average of 8.8 points. Only one did not reach or surpass the norm and he came close. The Goodenough-Harris Draw-a-man also has implications regarding motor control and visual perception. 19 subjects scored an average of 90.3 on the pretest, 100.6 on the midtest, and 17 of the 19 averaged 111 on the final test. 99 pupils were pretested and 93 posttested. The growth demonstrated by the sample is typical as can be seen from the charts in the Appendix. Jefferson Three Year Olds had a standard score of 88 on the pretest and 100.3 on the posttest; Jefferson Four Year Olds 89.7 and 116 respectively; Brunswick 87.9 and 105.4 respectively; Spaulding 88 and 94.6 respectively.

Objective

To help children acquire the concepts and skills to speak and understand Spanish and to speak and understand English

Evaluation Result

The Peabody Picture Vocabulary Test was administered to 89 children at the beginning of the program, both in English and in Spanish, at the midpoint to a sample of 12, at the end to 114 children. The sample was to have been the same as that for the Draw-a-Man, but mumps caused absences.

Those students who did Form A in Spanish and Form B in English on the pretest and were in the midpoint sample took Form B in Spanish and Form A in English then. On the final test, all but the midpoint sample took Form A in English and Form B in Spanish. The sample took Form A in Spanish and Form B in English then.

The PPVT, which gives an IQ based on the student's understanding of concepts and vocabulary, yielded the following results.

Center	Test	IQE	IQS
Jeff. 4's	Pre	64.1	57.2
	Post	90.1	68.3
	Growth	26	11.1
Jeff. 3's	Pre	74.7	67.2
	Post	86.2	79.3
	Growth	11.5	12.1
Brunswick	Pre	80.7	40.3
	Post	89	59.5
	Growth	8.3	19.2

The growth of the students in the sample of 3's and 4's from Jefferson and students from Brunswick and Spaulding was greater.

	Pretest	Midtest	Posttest
English	70	92	102.2
Spanish	60	88	101.3

See chart in the Appendix

The Caldwell Pre-school Inventory was administered to 113 children as a pretest, a sample of 30 as a midtest, and a sample of 29 as a posttest. Section B in English pertains to this objective since it deals with associative vocabulary. On that subtest the pretest average was 7.8 and on the posttest it was 10. Individual scores are available on the listings in the Appendix.

Objective	Evaluation Result
To help children acquire basic number concepts of classification, seriation, and one-to-one correspondence, along with spatial and temporal relationships.	Subtest C_1 of the Caldwell Pre-school Inventory yielded the following average scored: Pre 7.6 Mid 11.8 Post 10.4
To foster and/or strengthen positive attitudes toward learning. To help children develop qualities of leadership, self-confidence, self-direction and socialization.	Home and classroom teachers' Lesson Evaluation Sheets filled out every day are a daily report on the progress of the children in willingness to respond, eagerness to participate, desire to help others, etc. Copies are attached as a sample. The difference in response of the children on "A" of the Caldwell Preschool Inventory on the pretest as compared with the midtest also attests to the change in the children. There is significance in the fact that many children either could not or would not work with the teacher or one of the evaluators on the pretests but all participated willingly and even eagerly on the midtests. All tests are given individually. The language evaluator even had difficulty testing the children in the sample because other children kept coming to her and insisting that they take the test, too.
To help children become multi-cultural by developing an understanding and appreciation of the various cultures involved - Cuban, Mexican, Puerto Rican, Black, Anglo.	Attached is a schedule of cultural activities for the second semester. All days culturally significant are celebrated by the telling of appropriate stories, singing of songs, dancing, and dramatization. All children have participated actively. Parents have come to school frequently to see their children perform in classroom and special program activities. Teacher Lesson Evaluation Forms record class activities. Some of them are attached along with copies of programs of special activities.
To improve parent and volunteer's skills in communication with children and positive reinforcement of their behavior.	The Home Observation Form, filled out monthly is the best evidence of change in the amount and nature of the interaction between child and parent. Change has been especially significant in the Brunswick area but progress has been made in the Jefferson and Spaulding areas as well. See attached copies of Home Observation Form.

Objective	Evaluation Result
To expand adult participation in school and community activities.	As a result of surveys by one of the evaluators, the conclusions are: 1. The Advisory Board, only a few of whom had had previous involvement with the schools, is deeply concerned about and determined to insure that the students in the program receive proper instruction and attention. 2. The parents of children in the program are extremely interested and have demonstrated this interest by their attendance at and participation in meetings conducted bilingually. 3. The feeling prevails which can be characterized as "belonging" and "being a part of" in the communities which have been involved in the Bilingual Program. 4. The Spanish-speaking community as a whole is becoming more "relaxed" and trusting not only of the school system but also of the "dominant" system. They are coming to and participating in School Board Meetings, PTA Meetings, etc. Attendance lists from the various meetings held by the Bilingual Program are attached.
To develop, improve and maintain needed instructional skills of home teachers (paraprofessionals), aides and classroom teachers.	Bi-weekly inservice meetings have been held within the program and also with other pre-school programs in the city. The home teachers have, in addition, met every afternoon to review the day's lessons and problems and make preparations for the next day. The director of the Bilingual Program, the Elementary Supervisor working with pre-school programs, outside specialists, the Foreign Language Supervisor, etc. have been involved with in-service activities. Attached is a copy of the in-service program.
To acquire, adapt and develop materials in the areas of instruction, staff training, evaluation and parent education.	The Latin Family Program has purchased or provided most of the materials used with the adults. Materials for the instructional program, staff training, and evaluation were often obtainable from the Instruction or Research Departments at no cost to the Bilingual Program or by stock requisition from the School City Warehouse at cosiderable savings because they were purchased in quantity. Demonstrations and evaluations of materials available for purchase

have occurred during the year as could be arranged with publishers and importers. Some of the materials purchased are listed in the attachments. Materials have been adapted during the year, but the real curriculum development will take place for five weeks this summer with a group of three teachers working cooperatively.

Standardized test results corroborate the informal recording of children's progress in improved motor control and visual auditory perception; acquisition of the basic concepts, vocabulary, and skills to speak and understand Spanish and to speak and understand English; acquisition of basic number concepts of classification, seriation, and one-to-one correspondence and to some extent personal-social responsiveness.

Informal evaluation instruments have been used by teachers in relation to children, teachers and social worker in relation to parents, parents and community in relation to program, staff, etc., teachers in relation to the program. Lesson Evaluation Forms filled out daily, Home Observation Forms filled out monthly, surveys of parents, members of the communities, staff made by the evaluator, programs and schedules of activities, attendance lists, etc., provide evidence that children's attitudes have improved, that they have developed qualities of leadership, self-confidence, self-direction and socialization, and they'they have participated in numerous multicultural activities while their parents have become active participants in school activities and have improved their skills in communicating with their children and positively reinforcing their behavior.

n addition to the in-service activities of the Bilingual Program additional instruction was needed by the staff and is described later. Another area where additional work is needed is in the area of adapting and developing materials for the instructional program. Plans are being made to give this facet of the program proper attention through a summer curriculum development project.

Part II - Conduct of and Observations on the Evaluation

Sex Factor

Difficulty was experienced initially in the pretesting of a few children. They did not respond to or cooperate with female bilingual teachers who were administering the tests. Having a bilingual male administer tests to those children brought results.

Once the children were started in the instructional program, interference between teacher and/or aide on the one hand and the child on the other disappeared. However, the initial difficulty led one evaluator to compare performance of boys and girls on the PPVT Pretest in Spanish and English and on the PPVT Postest in Spanish and English using the Jefferson four-year olds. The results are as follows:

	Sex	IQ Spanish	IQ English
Pretest	M	51.7	61.1
	F	55.9	67.3
Posttest	M	76	88.9
	F	61	90.3

On the pretest the girls surpassed the boys in both languages - Spanish by 4.2 and in English by 6.2. On the posttest the boys surpassed the girls in Spanish by 15 and almost closed the gap in English with the girls demonstrating only 1.4 superiority.

Language Dominancy

Some of the students would not or could not respond on the PPVT pretest to the administrator either in English or Spanish. Some could respond only in English or only in Spanish. Most of the students did respond in both languages to the extent that they could. The average IQ scores in English and Spanish at the various centers indicate that English was the dominant language for more of the students than Spanish. However, individual scores on the PPVT for the two languages together with the results from the Wepman Auditory Discrimination Test indicate that there will be groups learning to read initially in Spanish as well as groups learning to read in English.

Program Housing and Staffing

The difference in the housing of children in the various communities and the difference in the teaching personnel, teachers and paraprofessionals in the classroom on the one hand and paraprofessionals in the home on the other, seem to have resulted in little difference in the achievement of the children. It is difficult to classify all children as school-based or home-based because the Jefferson four-year olds were the only ones school-based all year and the Brunswick children the only ones home-based all year. Jefferson threes moved out of homes and into portables, Borman Center, and finally Jefferson Annex, respectively. Spaulding, for which there is no PPVT data because tests were either not administered or incorrectly administered, moved into St. Luke's Convent.

Part II - Conduct of and Observations on the Evaluation (continued)

As can be seen from the PPVT evaluation result data, the Jefferson fours demonstrated the greatest growth in English but Brunswick the greatest growth in Spanish. School-based, teacher taught Jefferson fours registered a combined English and Spanish growth of 37.1; home-based, paraprofessional taught Brunswick pupils registered 27.5; primarily school-based, paraprofessional taught Jefferson threes 23.6.

Administration and Scoring of Tests

Pretests were administered by teachers in the program after workshops were held to train them to give the specific tests. During the pretest period meetings were held to answer the questions of the teacher-testers. Tests were scored by the evaluators.

Evaluation of the midpoint sample and scoring answer forms was done by the evaluators.

In the case of the Beery and Caldwell posttests, the evaluator administered and scored answer forms for his sample of 29. Because of the large number of children posttested using the Draw-a-man, PPVT, and Wepman, the Director and one evaluator arranged with the teachers for them to secure a Draw-a-man specimen and to administer the PPVT in English and Spanish, providing there was an aide or another teacher present to assist with group instruction while individual testing was testing was being conducted. Where the latter was not possible the evaluator administered the tests to the children individually while the teacher taught. The evaluator administered the Wepman to all children tested. She scored all test forms.

. An analysis of successes and failures in meeting performance objectives

(1) The planners of the first proposal submitted to the Office of Education for approval, for the most part, wrote a plan geared to the needs of the children and the needs of the community. The availability of additional funds could have made a difference in the plans.

(2) The director, who has filled the position of administrator for the first time, has acquired a great deal of "know how" and expertise in handling his duties this year. He has often worked under trying conditions in a poised manner and dealt with difficult problems whose resolution was satisfactory. Supervision of curriculum and instruction need a little more attention from him or from someone delegated that responsibility. Most of the hats the director had to wear were worn well.

(3) Classroom teachers and aides and home teachers have been sincere, dedicated, and willing to expend much time and effort to insure the progress of their pupils. All of these staff members have had to learn about a new area - the preschool child and his education. Classroom teachers had no training in the field and classroom aides and home teachers, having only a high school education, needed first an overall orientation and then some in-depth instruction. In addition, the staff had to learn to interact successfully with children, parents, director, evaluators, community members, etc. For the most part all have done well.

(4) The Advisory Board is concerned, dedicated, and determined to insure the success of the program. They have learned much about an educational operation. They have served well as links between program and community. They have often fought successfully for things for the program that could not have been obtained without community pressure, for example, the housing for the program until old Jefferson School was available.

(5) Parents have demonstrated their interest in the program through participation in meetings and as volunteer aides in the classrooms and in the homes. Many have made their hones available for home-based instruction. Most have been cooperative in such situations, but a few have not. However, home-based instruction, for the most part has had a great impact on improving parent-child interaction.

(6) The program auditor has expertise in bilingualism as well as the understanding, insight, and empathy for the community involved in this program. He has made every effort to become familiar with every component of the program and its operation and evaluation. He has met with some staff and Advisory Board members as well as members of the community.

(7) The two evaluators both have other duties with the School City of Gary. They have made every effort to train teachers and aides to help administer tests. They have scored them and fed information important in the instruction of the children back to the director and the teachers. They have been handicapped in overseeing the testing of new children who entered the program late and had some difficulty getting a midtest sample because of moving the location of the school-based program and the incidence of the mumps. Both evaluators have been active in staff and Advisory Board meetings.

(8) Overall, communication has been good. Verbal and written communications have been bilingual when appropriate. A clear understanding of the objectives of the program, information necessary to perform effectively and clarification of roles and job responsibilities must be provided all who have any connection with this program, however.

Part III. Recommendations for the Improvement of the Evaluation for Next Year's Program

1. The whole non-instructional phase of the evaluation needs to be addressed in terms of instruments, techniques, and timetable.

2. Identification numbers should be assigned to children and used on all tests so that the progress of an individual child can be followed from pretesting through midtesting to posttesting, correlation of a child's performance on one test can be made with his performance on another, and the identity of the child is available through reference to his file to teachers, director, and/or supervisor so that the test results can be used.

3. Part time employment of bilingual college students to assist with the administration and scoring of tests could eliminate the improper administration of tests and insure administration of all tests to all students. Because of the migratory nature of the pupil population in the program, periodic pretesting needs to occur so that there is a yardstick by which to gauge posttest information. Scoring of tests by college students would give the evaluators more time to analyze the data, hold feedback sessions and planning meetings so that the evaluation results have an impact on curriculum and instruction

4. Participation of the evaluator in the study of the National Consortia for Bilingual Education on the PPVT as it is used by Title VII projects and the establishment of norms and forms for the target population could result in the availability of better forms and more realistic norms.

5. The scheduling of testing periods as a part of the program calendar of activities for the year could minimize the conflicts.

6. Instruments to assess pupil progress in the area of cognitive and psychomotor development have been satisfactory; however, the area of affect needs greater attention. For this reason consideration is being given to the periodic use of a pupil behavior inventory.

This has been a "learning year" for everyone on the program team. Better communication among the program team, more time to do the tasks of evaluation, and secretarial help to prepare charts, make records, type, duplicate, and compile reports will improve the evaluation phase of the bilingual program.

DEVELOPMENTAL TEST OF VISUAL-MOTOR INTEGRATION
(Keith E. Beery)

The *Developmental Test of Visual-Motor Integration* (VMI) is a series of 24 geometric forms to be copied with pencil and paper. The forms are arranged in order of increasing difficulty. The test can be administered to children in the age range of two to fifteen years, but it was designed primarily for the preschool and early primary grades. The format is suitable for both group and individual administration.

Since visual-motor behavior is a composite of other behaviors, including visual perception and motor coordination, techniques for determining specific areas of difficulty are provided. They are to be used after the VMI is given. As the goal assessment is usually that of improved educational programming, teaching techniques to parallel areas of assessment are suggested.

Beery *Developmental Test of Visual-Motor Integration*--This is a paper and pencil test of copying geometric forms and is designed primarily to assess the degree of visual perception and motor integration or expression of the young child. It is a behavioral not a neurological instrument and may be given to an individual as was done at the Early Learning Center or to a small group of children. Time for administering is not usually more than five to ten minutes.

The *Developmental Test of Visual-Motor Integration* (VMI) was devised as a measure of the degree to which visual perception and motor behavior are integrated in young children. The copying of geometric forms is well suited to this purpose because there is a close correlation between the visual perception and the motoric expression that is required and because, unlike letter forms, geometric forms are equally familiar to children of varying backgrounds.

PRE-SCHOOL INVENTORY (CALDWELL)

Pre-School Inventory

(1) 3-6 yrs of age

(2) For measure of achievement in areas regarded as necessary for success in school

(3) Is not culture free

(4) To help determine the degree of disadvantage which a child from a deprived background has at the time of entering school

Factors

(A) Personal-Social Responsiveness, items 1-26

Child's name, address, parts of body, friends, also establish rapport with and respond to the communications of another person (simple and complicated)

(B) Associative Vocabulary, items 27-47

The ability to demonstrate awareness of the connotation of a word by carrying out same action or by associating to certain intrinsic qualities of the underlying verbal concept (geometric figures, verbal or gestural labels for certain functions, actions, events, and time sequences, and describe verbally essential characteristics of certain social roles)

(C_1 & C_2) Concept Activation, Numerical, items 48-66 and Concept Activation, Sensory, items 67 - 85

Ordinal or numerical relations, and sensory attributes, such as form, color, size, shape, and motion. Relating shapes to objects, color-names to objects or events or to execute motorically some kind of spatial concept. (Label quantities, judgments of more or less, to recognize seriated positions, first, last, middle) also (to be aware of certain sensory attributes shape, size, motion, color, and to be able to execute certain visual-motor configurations.) geometric forms

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EXPLANATION OF TERMS

1. Students will be identified by number rather than by name. The instruments will be on file in the offices of the Research Department of the Gary Public Schools.
2. Sex - M will refer to males and F will refer to females.
3. A refers to first sub-test of the Pre-School Inventory, Personal-Social Responsiveness.
4. B refers to second sub-test of the Pre-School Inventory, Associative Vocabulary.
5. C^1 refers to third sub-test of the Pre-School Inventory, Concept Activation, Numerical.
6. C^2 refers to the fourth sub-test of the Pre-School Inventory, Concept Activation, Sensory.
7. Tot. or Total - raw score obtained by the child.
8. % - refers to percentile or where child ranked as determined by national norms.
9. Ins. - refers to place of instruction, H - home, C - classroom.
10. A.E. - means age equivalent as determined by national norms.
11. C.A. - chronological age or the actual age of the child.
12. Diff. or difference between Age Equivalent and Chronological Age.
    A. + - Positive. - (minus) - child did not score as well as his actual age.
13. Chronological and Equivalent Ages were computed and ranked in years and months.

BILINGUAL EDUCATION PROGRAM

		Pre-School Inventory								VMI		
udent	Sex	A	B	C^1	C^2	Tot.	%	"f"	Ins.	A.E.	C.A.	Diff
1.	M	22	22	16	17	77	95	66.5	H	60	59	+1
2.	F	19	13	10	11	53	95	66.5	H	52	48	+4
3.	F	20	09	06	16	51	95	66.5	H	38	44	-6
4.	F	22	08	09	08	47	94	65.6	H	49	48	+1
5.	F	23	17	11	14	65	93	64.8	C	49	57	-8
6.	M	18	17	11	17	63	91	63.4	H	54	59	-5
7.	F	15	08	08	14	45	91	63.4	H	56	46	+10
8.	F	22	13	14	14	63	90	62.8	C	52	50	+2
9.	F	22	14	13	13	62	90	62.8	H	36	49	-13
10.	M	17	06	12	09	44	90	62.8	H	49	46	+3
11.	M	09	16	07	11	43	89	62.3	H	38	46	-8
12.	F	24	15	17	18	74	87	61.3	H	59	69	-10
13.	M	18	17	11	15	61	87	61.3	C	59	54	+5
14.	F	19	14	12	16	61	87	61.3	C	56	52	+4
15.	M	17	11	04	09	41	85	60.4	H	38	46	-8
16.	M	16	14	12	17	59	84	60.0	H	63	52	+11
17.	M	18	10	13	17	58	83	59.6	C	57	51	+6
18.	F	13	11	08	07	39	83	59.6	H	36	46	-10
19.	M	14	07	08	10	39	81	58.8	H	49	48	+1
20.	M	16	07	06	09	38	80	58.4	H	49	48	+1
21.	F	18	17	10	11	56	80	58.4	H	38	51	-13
22.	M	22	09	10	16	57	80	58.4	C	46	56	-10
23.	F	19	14	11	13	57	80	58.4	C	57	56	+1
24.	M	15	11	14	17	57	80	58.4	H	54	59	-5
25.	M	16	15	10	13	54	79	58.1	H	38	49	-11
26.	F	21	11	08	15	55	77	57.4	H	38	55	-17
27.	F	14	09	06	07	36	77	57.4	H	38	48	-10
28.	M	16	14	10	14	54	77	57.4	H	49	53	-4
29.	M	14	06	05	11	36	75	56.7	H	38	39	-1
30.	F	22	10	09	15	56	75	56.7	C	56	59	-3
31.	F	19	08	18	06	51	73	56.1	H	38	53	-15
32.	F	08	01	00	05	14	70	55.2	H	32	36	-4
33.	F	18	10	00	05	33	70	55.2	H	34	45	-11
34.	M	12	09	03	09	33	70	55.2	H	34	47	-13
35.	F	17	08	10	15	50	70	55.2	C	49	52	-3
36.	M	16	12	11	16	55	70	55.2	C	63	58	+5
37.	F	17	03	05	07	32	68	54.7	H	38	45	-7
38.	F	19	11	09	14	53	65	53.9	C	52	57	-5
39.	F	12	04	07	10	33	64	53.6	H	36	42	-6
40.	M	15	10	13	10	48	63	53.3	C	36	54	-18

		Pre-School Inventory								VMI		
Student	Sex	A	B	C^1	C^2	Tot.	%	"T"	Ins.	A.E.	C.A.	Diff.
41.	M	16	10	12	10	48	63	53.3	C	50	49	+1
42.	M	18	14	15	14	61	63	53.3	C	54	65	-11
43.	F	17	17	05	13	52	60	52.5	C	56	57	-1
44.	M	20	07	12	13	52	60	52.5	H	34	57	-23
45.	M	15	17	07	13	52	60	52.5	C	63	57	+6
46.	F	18	07	07	14	46	57	51.8	C	49	49	0
47.	F	10	05	04	10	29	55	51.3	H	38	42	-4
48.	F	18	10	06	11	45	55	51.3	H	38	50	-12
49.	F	15	10	09	11	45	55	51.3	C	49	54	-5
50.	M	16	11	11	12	50	55	51.3	C	34	55	-21
51.	F	17	07	11	15	50	55	51.3	H	49	56	-7
52.	M	14	11	11	11	47	53	50.8	H	60	55	+5
53.	M	15	09	08	12	44	53	50.8	C	54	52	+2
54.	M	17	09	09	13	48	53	50.8	H	54	60	-6
55.	F	14	12	10	08	44	53	50.8	C	46	53	-7
56.	M	16	10	07	11	44	53	50.8	C	52	53	-1
57.	M	10	13	07	16	46	50	50.0	H	60	59	+1
58.	F	12	05	05	27	48	48	49.5	H	38	43	-5
59.	F	16	12	07	10	45	48	49.5	C	49	56	-7
60.	M	16	10	08	10	44	48	49.5	C	57	59	-2
61.	M	12	11	09	12	44	48	49.5	H	53	59	-6
62.	F	18	10	13	11	52	48	49.5	H	49	61	-12
63.	M	14	08	09	10	41	45	48.7	C	52	53	-1
64.	M	17	07	08	09	41	44	48.5	H	38	56	-18
65.	F	13	09	08	10	40	43	48.2	C	38	52	-14
66.	F	13	11	08	08	40	43	48.2	C	38	52	-14
67.	F	17	03	06	13	39	40	47.5	H	49	54	-5
68.	F	13	05	11	10	39	39	47.2	H	38	57	-19
69.	M	12	07	06	13	38	37	46.7	C	57	60	-3
70.	M	11	08	09	10	38	37	46.7	C	57	56	+1
71.	M	11	04	09	13	37	35	46.1	H	36	49	-13
72.	M	15	04	09	09	37	35	46.1	C	49	57	-8
73.	F	12	06	09	10	37	35	46.1	H	38	60	-22
74.	F	12	04	10	11	37	35	46.1	C	52	60	-8
75.	F	13	06	03	03	25	34	45.9	H	34	46	-12
76.	M	15	07	06	08	36	33	45.6	C	52	59	-7
77.	M	11	08	05	12	36	33	45.6	C	63	59	+4
78.	F	17	04	05	09	35	30	44.8	C	50	56	-6
79.	F	12	04	06	13	35	30	44.8	C	38	60	-22
80.	F	15	08	05	07	35	30	44.8	H	57	54	+3
81.	F	15	07	12	12	46	30	44.8	C	59	62	-3
82.	F	10	02	06	04	22	30	44.8	C	38	43	-10
83.	F	11	05	06	12	34	28	44.2	H	56	51	+5
84.	M	11	06	07	10	34	28	44.2	C	38	54	-16
85.	M	15	05	06	08	34	28	44.2	C	49	55	-6
86.	M	13	05	07	09	34	28	44.2	C	67	58	+9
87.	M	12	04	08	09	33	25	43.3	H	52	54	-2
88.	F	13	03	03	01	20	25	43.3	H	34	42	-8
89.	F	02	00	00	00	02	25	43.3	H	00	36	-36
90.	F	08	08	05	10	32	23	42.6	H	52	52	00

		Pre-School Inventory									VHI	
Student	Sex	A	B	C^1	C^2	Tot.	%	[illegible]	Ins.	A.E.	C.A.	DIFF.
91.	M	15	06	04	06	31	20	41.6	C	34	54	-20
92.	F	13	00	04	01	18	20	41.6	H	--	37	-37
93.	F	16	02	06	06	30	19	41.2	H	46	50	-4
94.	M	09	06	05	11	31	18	40.8	C	49	57	-8
95.	F	10	02	06	13	31	18	40.8	C	52	59	-7
96.	F	11	04	07	08	30	18	40.8	C	34	49	-15
97.	F	14	02	07	06	29	17	40.4	C	.38	53	-15
98.	M	15	03	04	07	29	15	39.6	H	00	56	-56
99.	M	09	02	06	10	27	14	39.2	C	52	51	+1
100.	F	16	05	01	05	27	14	39.2	C	--	54	-54
101.	F	10	03	03	10	26	14	39.2	C	34	56	-22
102.	M	13	05	01	07	26	13	38.7	C	34	50	-16
103.	M	10	05	03	08	26	11	37.7	C	36	56	-20
104.	M	10	01	07	07	25	11	37.7	C	52	49	+3
105.	M	12	04	03	06	25	10	37.2	H	34	59	-25
106.	M	09	03	05	05	22	09	36.6	H	52	50	+2
107.	M	16	03	03	02	24	08	35.9	C	52	59	-7
108.	M	08	00	04	10	22	08	35.9	C	49	54	-5
109.	F	08	03	05	06	22	08	35.9	C	38	60	-22
110.	M	09	03	04	04	20	08	35.9	H	36	55	-19
111.	M	06	01	01	08	16	07	35.2	H	52	54	-2
112.	F	11	01	02	06	20	06	34.4	H	00	58	-58
113.	M	15	02	06	08	31	05	33.5	C	34	64	-30

FINDINGS

There were 113 students who were ranked on the pre-test, of this number 57 are males and 56 are females.

The raw scores range from 77 high to a low of 31 on the Pre-School Inventory. The percentile rank is a high of 95 to a low of 5. The "T" scores ranked from a high of 66.5 to a low of 33.5.

Age Equivalent ranged from 67 months to 0 months. Chronological Age ranged from 69 months to 36 months.

Of all students being ranked 18 are three-years of age, 84 are four-years of age and 11 are five-years of age.

Fifty-seven (57) students ranked at and above the 50th percentile, of those who scored above the 50th percentile there are 23 boys and 34 girls. Those below the 50th percentile totaled 23 boys and 28 girls.

Of those above the 50th percentile, 35 received home based instruction and 22 received classroom instruction. Those below the 50th percentile 23 received home based instruction and 33 received classroom instruction.

Relative to age, three five-year olds, forty two-year olds and thirteen three-year olds scored above the 50th percentile. In addition eight five-year olds, forty-two four-year olds and five three-year olds scored below the 50th percentile.

The mean or middle score of this pre-test was a raw score of 46, a 50th percentile and 50.0 "T" score.

Those scores obtained most by the students (mode) were at the 80th percentile-five children, 70th percentile - five children, 55th percentile - five children 48th percentile - five children and 30th percentile - five children.

The average score for this pre-test is 41 or the 45th percentile or a 48.7 "T" score.

BILINGUAL [illegible] PROGRAM

	Pre-school Inventory									Visual Motor Int		
Student	Sex	A	B	C^1	C^2	Tot.	%	"T"	Ins.	A.E.	C.A.	[illegible]
1	F	20	10	13	16	59	95	66.5	H	4-11	3-7	+1
2	F	24	18	11	18	71	95	66.5	H	4-4	4-0	+4
3	F	23	20	14	18	75	95	66.5	C	4-11	4-6	+5
4	M	23	14	13	17	67	95	66.5	C	5-0	4-7	+5
5	F	25	13	13	16	67	95	66.5	C	[illegible]	[illegible]	+5
6	M	26	25	18	19	88	95	66.5	H	6-5	4-10	+1-
7	M	24	18	14	18	74	95	66.5	C	4-9	4-10	-1
8	M	26	17	12	19	74	95	66.5	C	4-6	4-11	-5
9	F	24	22	15	16	77	95	66.5	C	4-1	5-1	-1-
10	M	21	22	14	18	75	95	66.5	H	5-0	5-4	-4
11	F	24	22	13	17	76	95	66.5	H	3-10	5-5	-1-
12	F	16	5	7	16	44	90	62.8	H	4-4	3-7	+5
13	F	23	10	16	13	62	90	62.8	C	4-1	4-8	-7
14	M	18	20	12	17	67	89	62.3	C	5-3	5-3	0
15	F	23	9	12	17	61	88	61.8	C	4-8	4-8	0
16	M	21	13	12	19	65	85	60.4	H	5-7	5-3	+4
17	F	17	5	8	9	40	83	59.6	H	3-10	3-6	+4
18	F	20	14	11	13	58	83	59.6	C	4-5	4-2	+3
19	F	21	10	12	15	58	83	59.6	H	3-10	4-5	-7
20	M	18	8	15	19	60	80	58.4	C	4-6	5-2	-8
21	F	19	17	8	16	60	80	58.4	H	4-4	5-2	-10
22	M	22	9	10	15	56	75	56.7	C	4-6	4-10	-4
23	F	20	11	9	14	54	68	54.7	C	4-4	4-10	-6
24	F	17	9	11	15	52	60	52.5	H	4-1	4-8	-7
25	F	18	3	14	16	51	58	52.0	C	4-8	4-9	-1

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[illegible]										[illegible]		
[illegible]	Sex	[illegible]	[illegible]	C^1	C^2	Tot.	[illegible]	[illegible]	Int.	A.E.	[illegible]	[illegible]
26	M	21	14	13	9	57	53	50.8	M	4-1	4-9	-1
27	F	22	3	6	13	44	48	49.5	C	4-8	4-11	-3
28	F	18	6	11	15	50	40	47.5	M	3-2	5-3	-2-
29	F	9	3	10	13	35	30	44.8	M	4-1	4-8	-7
30	M	15	5	9	5	35	30	44.8	M	2-10	4-7	1-9

FINDINGS AND SUMMARIES
(Mid-test and Pre-test)

There were 30 students who comprised the sample for the Mid-testing, of this number 19 were females and 11 were males.

The raw scores range from a high of 88 to a low 40 as compared to a a high of 77 and a low score of 16 on the Pre-test. This represents an increase of 11 points over the highest score and an increase of 24 points over the lowest score.

The percentile rank of the Mid-test is a high of 95 to a low of a 35th percentile as compared to a high of 95 and a low of a 5th percentile on the Pre-test. The number of those scoring at the 95th percentile on the Pre-test was 3 or about 3% of those tested as compared to 11 who scored at the 95th percentile or 37% of those who were tested on the Mid-test.

The "T" scores ranked on the Mid-test are from 66.5 to 44.8 as compared to a ranking of 66.5 to 33.5 on the Pre-test an increase from the lowest score of 11.3. Also, percentage wise about 3% of those tested on the Pre-test ranked 66.5 as compared to 37% who ranked at this level on the Mid-test.

Age Equivalent ranged from 77 months to 34 months on the Mid-test as compared to 67 months to 0 months on the Pre-test, a difference representing an increase of 10 months over the highest score on the Pre-test and 34 months over the lowest score of 0 months.

Chronological Age ranged from 65 months to 42 months on the Mid-test as compared to a range of 69 months to 36 months on the Pre-test. The three individuals at the 95th percentile on the Pre-test ranged in chronological age of 44 months to 59 months, of the 11 who ranked at the 95th percentile on the Mid-test 8 ranged in chronological age of from 43 months to 59 months.

Twenty-six students ranked above the 50th percentile on the Mid-test or 87% of those tested as compared to fifty-seven (57) students who ranked at or above the 50th percentile on the Pre-test or 50% of those tested on the Pre-tests.

Of those above the 50th percentile on the Mid-test, 12 received home based instruction and 14 received classroom instruction, or 46% above the 50th percentile received home based instruction as compared to 31% who ranked at or above the 50th percentile on the Pre-test. In addition 58% of the sample scored above the 50th percentile and were classroom instructed as compared to 19% who scored at or above the 50th percentile on the Pre-test, who were classroom instructed.

The mean or middle score of the Mid-test was a raw score of 60.0, an 80th percentile and a "T" score of 58.4 as compared to a Pre-test raw score of 46.0, a 50th percentile and a 50.0 "T" score.

Those scores obtained most by the students (mode) on the Mid-test were at the 95th percentile - 11 children, 90th percentile - two children, 83rd percentile - three children, 80th percentile - two children and at the 30th percentile - two children. As compared to the Pre-test, at the 80th percentile - five children, 70th percentile - five children, 55th percentile - five children, 48th percentile - five children and at the 30th percentile - five children.

The average score (raw) is 60.0 or at the 80th percentile or a 58.4 "T" score as compared to the Pre-test average raw score of 41 or at the 45th precentile or a 48.7 "T" score.

The number of subjects totaled thirty (30) who had previously been tested using the Visual Motor Integration Test (Beery) and the Preschool Inventory Test (Caldwell). Both of these instruments will be utilized for the mid-testing.

Fifteen of the subjects were selected from the regular classroom situation and fifteen were selected from the home based program.

BILINGUAL EDUCATION PROGRAM
Post-test, May , 1971

	Pre-school Inventory								Visual Motor Integration		
Student	Sex	A	B	C^1	C^2	Tot.	%	Ins.	A.E.	C.A.	Diff.
1	F	24	22	15	19	80	95	C	4-8	5-0	-4
2	F	22	23	14	15	74	95	H	4-8	5-5	-9
3	M	20	16	14	17	67	88	H	5-7	5-2	+5
4	F	17	21	13	14	65	87	C	5-3	5-3	0
5	M	20	13	16	16	65	87	H	5-3	5-4	-1
6	F	21	13	12	17	63	84	H	4-11	5-3	-4
7	M	20	14	10	18	57	75	C	4-9	4-9	0
8	M	20	11	10	18	59	75	C	5-3	5-4	-1
9	F	21	5	13	17	56	75	H	4-1	4-7	-6
10	F	19	11	7	15	52	75	H	3-2	4-4	-1-2
11	F	22	10	9	7	58	70	C	5-3	5-4	-1
12	F	21	7	12	18	58	70	C	5-3	5-3	0
13	F	18	9	12	16	55	70	H	5-3	4-11	+4
14	M	16	9	12	14	51	57	C	6-0	4-11	+1-1
15	M	19	11	9	15	54	55	C	5-0	5-1	-1
16	F	17	6	11	16	50	55	H	5-6	5-0	+6
17	M	17	1	12	16	46	50	C	5-3	4-8	+7
18	F	18	4	13	16	51	45	C	4-1	5-1	-12
19	F	18	7	10	15	50	45	H	5-3	5-5	-2
20	M	17	16	11	14	58	43	C	4-9	6-3	-1-6
21	M	15	7	12	18	52	43	H	5-0	5-7	-7
22	F	17	8	11	13	49	37	C	5-3	5-6	-3
23	M	10	10	7	11	38	37	H	4-6	4-1	-5
24	F	10	7	6	13	36	33	H	3-2	4-6	-1-4
25	M	14	5	5	12	36	33	H	3-2	4-11	-1-9
26	M	14	9	9	13	45	28	H	4-1	5-2	-1-1
27	F	17	8	7	12	44	25	C	4-11	5-1	-2
28	F	10	5	4	13	32	20	C	4-11	5-1	-3
29	M	14	4	7	6	31	19	H	3-0	4-10	-1-10

FINDINGS AND SUMMARIES
(Post-test)

Twenty-nine students comprised the sample for the Post-testing, of this number 16 were females and 13 were males.

The raw scores range from a high of 80 to a low of 31.

The percentile rank of the Post-test is a high of 95 to a low of a 19th percentile.

/ Age Equivalent ranged from 67 months to 36 months. Chronological Age ranged from 67 months to 40 months.

Seventeen students ranked / at and above the 50th percentile on the Post-test, of those nine (9) received classroom instruction and eight (8) received home based instruction, below the 50th percentile five (5) received classroom instruction and seven (7) received homebased instruction.

The mean or middle score of the Post-test was a raw score of 54 a 55th percentile.

The number of subjects totaled 29 who had previously been tested using the Visual Motor Integration Test (Beery) and the Pre-School Inventory Test (Caldwell).

The areas cover by the sample testing included the Jefferson, Spaulding and Brunswick districts, the number of those tested in each area follows:

Jefferson	14	(classroom)
Jefferson	5	(homebased)
Spaulding	5	(homebased)
Brunswick	5	(homebased)
	29	

WEPMAN AUDITORY DISCRIMINATION TEST

Student Number	Form I Midpoint	Form II Final	Difference
J15	-2	absent	none
J14	-7	-3	4
J21	-7	-4	3
J38	-8	-3	5
J27	-8	-4	4
J 7	-10	-2	8
S10	-10	-7	3
J28	-12	-5	7
J 5	-20	absent	none
J75	-34	-14	20
J60	-35	absent	none
J30	-38	-12	26
		average growth	8.8 points

WEPMAN AUDITORY DISCRIMINATION TEST

Jefferson Four-year-olds

Name	Error Score	Name	Error Score
Angela Vargas	0	Elaine Miles	11
Peter Barraza	1	Noel Argote	12
Kim Donald	1	Vicki Madron	12
Stefan Powell	1	Alma Rosa Jimenez	14
Joey (TuTu) Rangel	2	Mari Elena Magana	14
Daniel Roque	2	Jesse Serrano	15
David Ferrer	3	Javier Guadiola	16
Rosita Robles	3	Nancy Jimenez	16
Dahlia Trinidad	3	Gilbert Sanchez	17
Gilbert Camacho	4	Manuel Mendoza	23
Sherry Jo Heridia	4	Diana Uriston	24
Israel Almodovar Silva	4	Ray Gonzalez	27
Russell (Rusty) Taylor	4	Lisette Carmen Del Pazo	29
Lili Trevino	4	Patsy Cartagena	40
David Verdusco	4	Henry Garron	40
Terrence Allen	5	Ronald Richardson	40
Leslie Pena	6	Sergio Vargas	40
Yvette Del Carmen Ramos	6		42 STUDENTS
Gerardo Miranda	7		
#20 Lillian Vega	7		
Rosario Ornelas	8		
Elizabeth Arceo	9		
David Collins	9		
Alberto Garcia	11		
John Keffer	11		

Norm - Error Score of 7

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WEPMAN AUDITORY DISCRIMINATION TEST

Brunswick Four-year-olds

Name	Error Score
Hippolito Jimenez	0
Marlette Gonzalez	3
Julio Torres	5
Adam Hernandez	5
Gloria Maldonado	5
Ferdinando Perez	6
Lisa Rubalcana	6
#8 Comer Garthell	7
Claudine Morales	9
Fernando Martinez	12
Arcelia Aburto	13
Junior Trinidad Gutierrez	14
Anthony Jackson	14
Teresa (Terry) Torres	16
Kimberly Mancera	18
Alicea Cantu	20
Arthur Guel	20
Arturo Leon	23
Adella Pineda	30
Oscar Flores	30
Eduardo Gutierrez	40

21 STUDENTS

WEPMAN AUDITORY DISCRIMINATION TEST

Spaulding Four-year olds

Name	Error Score
William Sindlinger	5
Eva Melendez	6
John Butler	7
Diana Guevera	7
Cynthia Garcia	12

JEFFERSON BILINGUAL PROGRAM 3 Year-Olds

DRAW-A-MAN

STUDENT		PRE TEST			POST TEST		
SEX	NO.	CA	RS	SS	CA	RS	SS
M	J1				4-2	15	122
M	J2	4	13	87	4-6	17	130
M	J35				4-1	3	70
F	J5	4-1	7	81	4-6	15	115
F	J7	4-1			4-7	9	89
F	J39				4-4	6	78
F	J10	3	13	113	3-7	9	104
F	J49	3-8	6	81	4-2	13	107
M	J46				3-3	9	109
M	J47				4-4	10	100
M	J14				3-10	11	118
F	J15			81	4-2	11	100
M	J16				3-9	9	109
F	J51	3-2	4	74	3-9	9	100
M	J53				3-10	4	86
M	J23				4-6	19	139
F	J54				4-6	0	0
F	J24			74	4-7	8	89

JEFFERSON BILINGUAL PROGRAM 3 Year-Olds

STUDENT		PRE TEST			POST TEST			
SEX	NO.	CA	RS	SS	CA	RS	SS	
F	J56	3-9	6	81	4-3	12	104	
F	J25				4-7	13	104	
F	J27				4-2	15	115	
F	J26				4-2	14	108	
F	J28				4-2	11	100	
F	J29				4-7	11	100	
M	J57				4-3	[illegible]	61	
M	J58				3-7	6	95	
F	J30			81	4-2	12	104	
F	J32				3-8	1	70	
F	J60				4-4	9	92	
F	J9	4-2	12	100				
F	J8	4-7	11	96				
M	J3	4-11	7	87				
M	J4	5-4	6	71				
F	J6	4-5	7	85				
M	J55	4	6	83				
M	J50	4-9	5	78				
F	J48	4-9	16	119				
AV.				88			100.3	

JEFFERSON BILINGUAL PROGRAM 4 Year Olds

DRAW-A-MAN

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
F	J29	4-4	14	108	5	19	99	-9
M	J28	4-2	9	96	4-10	20	143	47
M	J31	4-7	9	96				
F	J32	3-11	12	104				
F	J33	4-10	7	85	5-6	25	122	37
M	J35	4	4	74				
F	J37	4-9	11	96	5-6	20	102	6
M	J38	4	9	96	4-7	21	147	51
M	J40	4-9	11	104	5-4	24	122	18
M	J43	4-7	7	87				
M	J44	4-9	2	66				
M	J4	5-4	9	80				
M	J30	4-5		55	5	13	87	32
M	J26	5-4	7	74				
M	J24	4-7	8	91	5-3	14	95	4
F	J23	4-1	11	100	4-10	20	130	30
M	J20	4-8	2	66				
F	J53	4-4	2	63	5	13	84	21

JEFFERSON BILINGUAL PROGRAM DRAW-A-MAN Page 2

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
M	J1	4-3	5	78	4-10	20	134	56
F	J16	4-9	11	100.				
F	J21	4-3	12	104	5-2	14	90	-14
F	J22	4-7	9	92	5-2	24	119	27
F	J17	4-9	8	89				
M	J18	4-9	12	109				
M	J19	4-3	8	91	4-11	22	152	61
F	J14	4-11	16	119	5-7	30	136	17
M	J7	4-10	27	173	5-6	30	139	-34
F	J15	4-4	6	81	[illegible]			
F	J13	4-2	13	107	4-10	20	134	27
M	J12	4-2	4	74	4-10	18	134	60
M	J11	4-6	8	91	5-1	17	103	22
M	J27	4-6	4	74	5-1	18	106	32
F	J9	4-2	12	100				
F	J8	4-11	11	96	5-7	30	136	40
M	J10	4-5	13	113	5	22	117	4
M	J3	4-11	7	87	5-6	15	97	10

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
M	J4	5-4	6	71				
F	J6	4-5	7	85	5	27	119	34
F	J5	4-8	7	81	5-4	19	105	24
F	J2	5-11	13	87				
M	J55	4	6	83	4-8	15	122	39
M	J51	4-2	4	74	4-9	16	119	45
F	J56	4-1	6	81	4-9	29	99	18
F	J54	4-5		58	4-11	20	98	40
M	J50	4-9	5	78	5-4	19	108	30
F	J48	4-9	16	119	5-4	22	113	-6
F	J49	4-6	6	81	5-2	21	104	23
Av.				89.7			110.0	

BRUNSWICK BILINGUAL PROGRAM

DRAW-A-MAN

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
M	B1	4-10	6	84				
M	B5	4-4	5	78	4-9	10	100	22
F	B6	3-4	3	82				
M	B19	4-4	9	109	5	22	117	8
M	B20	4-7	10	100	5-2	24	125	25
M	B26	4-6	6	83	5-1	11	86	3
F	B22	4-7	15	115	5-3	26	117	2
M	B23	4	2	66				
F	B17	4-5	6	81	5-1	22	113	32
M	B15	4-11	10	100	5-4	13	92	-8
F	B21	4-3	8	96	5-3	16	101	5
F	B41	4-3	9	92				
F	B8	4-2	8	89				
F	B2	4-10	4	70				
M	B18	4-10	6	74	5-6	24	125	51
M	B12				5-6	15	98	
F	B11				4-11	16	84	
F	B16				4-10	14	111	

BRUNSWICK BILINGUAL PROGRAM - DRAW -A- MAN

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
M	B35				5-5	23	122	
M	B27				4-9	15	122	
F	B24				4-9	14	117	
F	B32				5-4	10	77	
F	B33				5-2	18	97	
M	B38				5-6	15	98	
F	B31				5-4	17	94	
F	B36				4-8	18	126	
F	B37				5-7	16	92	
F	B29				5-1	19	99	
M	B10				4-7	12	109	
F	B34				4-10	14	108	
AV.				87.0			105.4	

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SPAULDING BILINGUAL PROGRAM

DRAW-A-MAN

STUDENT		PRE TEST			POST TEST			DIFFERENCE
SEX	NO.	CA	SRS	SSS	CA	SRS	SSS	SSS
M	S1	4-6	4	74	5-2	11	86	12
M	S6				5-3	15	98	
F	S9				4-11	13	107	
F	S10				5-1	12	82	
F	S12				5-6	17	99	
F	S13				4-11	12	104	
M	S14				5-6	12	92	
M	S17				5-2	12	89	
M	S2	3-9	7	100				
M	S3	5-5	11	104				
M	S4	4-1	4	74				
			AV.	88			94.6	

5718

PPVT SAMPLE

Student Number	First Test RSE	IQE	RSS	IQS	Second Test RSE	IQE	RSS	IQS	Third Test RSE	IQE	RSS	IQS
J 30(3)	0	0		50	24	69	19	61		76		94
J15	25	61	19	54	61	121	50	100		85		114
J 27	39	88	27	68	55	110	56	111		122		160
J 24(3)	0	0	0	0	46	101	4	23		146		39
J 14	33	69	26	56	34	70	49	99		87		74
J 38	19	61	18	65	50	110	53	113		108		150
J 75	0	0	0	0	10	37	40	90		ABSENT		
S 10	0	0	0	0	49	98	52	104		ABSENT		
B 50	0	0	0	0	40	90	33	78		ABSENT		
B 51	0	0	0	0	43	88	63	123		ABSENT		
J 7	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	10	82		103		97
J 21	19	50	[illegible]	63	48	97	[illegible]	81		91		83
12 average		70		60		92		88		102.2		101.3

The students with zero scores either could not or would not take pretests with teachers. These student scores were not counted in figuring the average IQ in English and Spanish on the pretest.

DRAW-A-MAN SAMPLE

Sex	Student Number	March SSS	September SSS	Difference	JUNE
F	J24(3)	83	74	9	89
F	J15(4)	107	81	26	100
F	J30(3)	100	81	19	104
F	S10(4)	92	0	92	82
F	J56(4)	107	81	26	99
M	B51(5)	95	0	95	—
M	B50(4)	110	0	110	—
F	J22(4)	113	92	21	119
F	J30(4)	81	55	26	87
F	J15(4)	107	81	26	—
M	J33(4)	92	85	7	122
M	B 5(4)	104	78	26	100
M	J 7(5)	118	173	- 55*	139
F	J14(5)	96	119	-23 *	136
F	J21(4)	108	104	4	90
M	J38(4)	104	96	8	147
M	J28(4)	100	96	4	143
F	J 5(5)	104	81	23	105
M	J27(5)	84	74	10	106
F	J 6([illegible])	[illegible]	85	22	119
					AV. 111

20 students Av. 100.6 Av. 90.3

30.7 not counting the two students who did not want to concentrate on the figure but preferred drawing in background

23.8 counting all 20 students

Catherine Hughes, evaluater

JEFFERSON BILINGUAL - 3 Year Olds

PEABODY

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
M	J1						4-3	4-8	102	2-5	49				
M	J2	3-11	3-0	81	2-1	48	4-5	3-4	80	2-4	47				
M	J34						3-11	2-3	59	2-5	59				
M	J35						4-1	2-2	58	3-5	79				
F	J5	3-11	2-4	62	2-2	52	4-5	5-5	111	3-9	89				
M	J38						3-7	3-0	[illegible]	3-1	93				
F	J39						4-5	10-2	163						
F	J6						3-9	3-8	94						
F	J7	3-11			2-11	76	4-8	3-3	73	4-7	102				
F	J41	3-10	2-2	48	2-8	74	4-5	2-2	42	2-8	57				
M	J40						4-5	12-2	183						
F	J43						4-5	2-11	63	3-10	90				
F	J10						3-8	2-8	57	3-11	108				
M	J45	3-6	1-9	51	3-6	101	4	2-1	53	5-10	120				
F	J15	3-7	2-4	71	2-2	65	4-2	3-8	94	3-0	78				
M	J16	3-3	1-8	60			3-9	2-9	75	1-9	37				
F	J50						4-3			3-3	78				
F	J52	3-2	2-9	92	2-5	82	3-9	2-2	58	3-2	83				

JEFFERSON BILINGUAL - 3 Year Olds PEABODY Page 2

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
M	J22	3-3	2-3	68			3-11	3-10	97	3-9	95				
M	J23	3-11	3-11	78	3-11	54	4-8	4-7	101	3-6	81				
F	J51						4-6	2-2	43	4-4	98				
F	J24						4-8	1-11	33	8-6	146				
F	J56						4-5	1-10	40	6-2	121				
F	J25	4			4-9	100	4-5	3-9	59	7-3	133				
F	J27						4-2	2-2	58	2-6	62				
F	J26						4-3	2-2	55	2-10	68				
F	J28	3-6	2-7	79	3-2	95	3-10	3-3	87	3-7	90				
M	J57						4-3	2-1	42	2-10	65				
M	J58						3-8	2-2	65	2-11	89				
F	J21						4-6	4-0	94	3-11	92				
F	J30	3-6	1-7	50			4-2	3-8	94	2-11	76				
F	J60						4-5			5-9	115				
AVERAGE				67.2		74.7			793		86.2		12.1		11.5

JEFFERSON BILINGUAL - 4 Year Olds

PEABODY PICTURE VOCABULARY TEST

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
M	J28	4-2	2-0	52	2-11	74	4-10	1-11	50	4-6	91	-0-1	-2	1-7	17
F	J29	4-4	2-4	49	4-7	102	5	4-1	87	6-10	119	1-9	38	2-3	17
M	J30	4-5	4-8	102	2-4	44	5-1	8-9	138	3-10	81	4-1	36	1-6	37
M	J39						5	3-0	63						
F	J33	4-10	2-8	50	2-6	44	5-7	2-7	50	4-11	85	-0-1		2-5	41
M	J35	4	2-0	52	2-3	52	4-8			2-0	41			-0-3	-11
F	J9	5	4-3	89	3-5	71	5-8	3-10	67	2-8	39	-0-5	-22	-09	-32
F	J36	4-4	2-5	55	2-6	53	5	2-1	41	4-0	86	-0-4	-11	1-6	33
M	J38	4	2-5	65	2-5	61	4-8	8-11	150	5-1	108	6-6	85	2-8	47
M	J40	4-9	2-8	52	2-8	53	5-5	4-4	90	3-10	81	1-8	38	1-2	28
M	J41	4-5	2-6	57	2-4	46	5-1	2-11	57	3-11	84	0-5		1-7	38
M	J43	4-7	2-5	55	2-9	61	5-3	3-2	65	4-9	95	0-9	10	2-0	34
M	J45	4-7			2-2	36	5-3	1-11	40	2-9	54	1-11	40	0-7	18
M	J47	4-7	2-4	50	3-4	77	5-3	2-3	46	6-10	119	-0-1	-4	3-6	42
F	J49	4-6	2-11	68	2-2	38	5-2	2-6	46	3-11	84	-0-5	-22	1-9	46
F	J48	4-9	2-11	57	2-6	46	5-4	6-10	118	4-4	90	3-11	61	1-10	44
M	J50	4-9	3-3	67	4-4	90	5-4	2-6	50	5-9	107	-0-7	-17	1-5	17
F	J54	4-5	2-5	55	2-1	32	4-11	2-8	51	2-1	40	0-3	4		8

JEFFERSON BILINGUAL - 4 Year Olds - Peabody Picture Vocabulary Test

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	ACE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
M	J55	4	2-5	65	2-8	69	4-9	4-4	90	4-7	92	1-9	25	1-11	23
F	J56	4-1	2-1	38	5-4	115	4-9	2-4	42	7-3	123	0-3	4	1-11	8
M	J51	4-2	2-6	68	1-8	35	4-9	5-4	103	2-8	53	2-10	35	1-0	18
F	J53	4-4	2-5	53	2-4	47	5-1	3-0	62	3-1	63	0-5	9	0-7	16
F	J5	4-8	2-2	41	4-8	102	5-4	2-1	33	7-1	120	-0-1	-8	2-5	18
F	J6	4-5	3-9	89	2-1	32	5	2-11	59	3-6	73	-1-2	-30	1-5	41
M	J3	4-11	2-3	34	5-2	101	5-6	3-1	49	7-3	115	0-8	15	2-1	14
F	J62						5-3	3-5	72	4-11	97				
M	J10	4-5	1-6	48	5-2	109	5-1	2-1	32	7-0	121	0-7	-16	1-10	13
M	J11	4-6	2-4	50	2-3	42	5-1	4-6	91	3-6	74	2-2	41	0-3	32
M	J12	4-2	2-1	54	2-2	56	4-10	2-1	40	3-4	69		-14	1-2	13
F	J13	4-2	2-1	55	3-3	85	4-10	2-1	40	4-9	95		-15	1-6	10
F	J14	4-11	2-6	56	3-4	69	5-7	4-2	74	4-11	87	1-8	18	0-7	18
F	J15	4-4	2-5	54	2-9	61	5-1	6-4	114	4-0	85	3-11	60	1-3	24
M	J7	4-10	2-9	54	4-10	96	5-6	5-10	97	6-3	103	3-1	43	1-5	7
M	J19	4-3	2-4	50	2-4	45	4-11	3-0	62	4-5	90	0-8	12	2-1	45
F	J70						5-5	2-2	32	9-2	140				
F	J21	4-3	2-8	63	2-5	50	4-11	3-11	83	4-6	91	1-3	20	2-1	41

JEFFERSON BILINGUAL - 4 Year Olds - Peabody Picture Vocabulary Test

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
F	J22	4-7	2-0	36	4-8	102	5-3	2-2	35	6-4	114	0-2	-1	1-8	12
F	J23	4-1	2-3	61	3-8	91	4-8	3-8	84	5-7	113	1-5	23	1-9	22
M	J24	4-7			2-6	61	5-3	2-6	48	3-8	78	2-6	48	1-2	17
F	J25	5	2-5	48	3-2	65	5-7	2-5	30	7-5	117		-18	4-3	52
M	J27	4-6	2-10	68	3-9	88	5-2	11-11	160	7-3	122	9-1	92	3-6	34
41Students Averages		4.44	2.35	57.2	23.3	64.1	5	3.4	68.3	4.6	90.1	1.05	11.1	1.3	26

MAS = Mental Age Spanish

MAE = Mental Age English

IQS = Intelligence Quotient Spanish

IQE = Intelligence Quotient English

BRUNSWICK BILINGUAL

PEABODY

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
F	B24						4-9	4-6	91	4-0	85				
F	B2						5-6	2-6	27	3-3	55				
M	B25						4-11			3-9	79				
M	B26						5-2	2-8	61	5-5	111				
M	B27						4-10	2-0	24	5-7	105				
F	B29						5-2	3-11	84	5-2	101				
F	B22	4-7	2-1	39	4-5	100	5-3	2-11	60	7-1	120	0-10	21	2-8	20
M	B21	4-8			2-9	25	5-3	2-3	37	4-11	97			2-2	72
M	B20	4-6	2-1	39			5-2	3-4	71	2-8	50	1-3	32		
M	B28						4-9	5-1	100	4-4	90				
M	B19	4-4			5-4	112	5	2-2	23	6-1	111			0-9	-1
M	B18	4-11			4-3	89	5-6	2-6	27	5-1	89			0-10	—
F	B17	4-5			3-2	75	5-1	3-6	73	4-0	85			0-10	10
F	B31						5-5	1-9	20	6-1	111				
F	B16	4-3					5	3-1	65	2-11	57				
M	B15	4-11	2-4	37	3-7	76	5-7	3-8	61	5-9	97			2-2	21
F	B32						5-4	3-3	67	3-9	80				
F	B11						4-11	2-5	45	3-3	67				

BRUNSWICK BILINGUAL

STUDENT		PRE TEST					POST TEST					DIFFERENCE			
SEX	NO.	AGE	MAS	IQS	MAE	IQE	AGE	MAS	IQS	MAE	IQE	MAS	IQS	MAE	IQE
F	B34						4-10	3-1	65	4-10	96				
M	B35						5-6	8-4	127	3-11	70				
M	B12						5-7	4-6	73	5-9	97				
M	B10	4-1	1-6	48	3-4	88	4-8	2-8	59	6-3	120	1-2	11	2-11	32
F	B36						4-8			4-11	106				
M	B41						4-10			4-1	87				
F	B37						5-7			4-7	81				
M	B38						5-7	2-10	42	5-5	93				
F	B33						5-3	2-10	56	3-0	62				
M	B5	4-4					4-9			4-5	90				
AVERAGE		4.6	2.	40.3	3.8	80.7	5.1	3.4	59.5	4.6	89.	1.4	19.2	.8	8.3

LESSON EVALUATION SHEET

Teacher: ______________________
Supervisor: ______________________
Week: __________ Day: __________

Date: ______________________
Group: ______________________

1. List each activity and briefly describe how each activity was accepted by the children:

2. How did the children seem interested?

3. Did they ask questions?

4. How well were you prepared to give the lesson?

5. Which activity seemed **most** interesting to the children?

6. Which activity seemed **least** interesting to the children?

Lesson Evaluation Sheet
(cont'd):

7. Comments:

Signed:____________________________
Teacher

Approved:__________________________
Supervisor

Trinidad, Juanita   Nov. 30, 1970

Brunswick

8   1

1 Spanish Review
2 Pledge of allegiance
3 Review in English
4 Songs
5 Big game
6 Story time
7 [illegible] story
8 Coloring
9 Snacktime

Very

yes

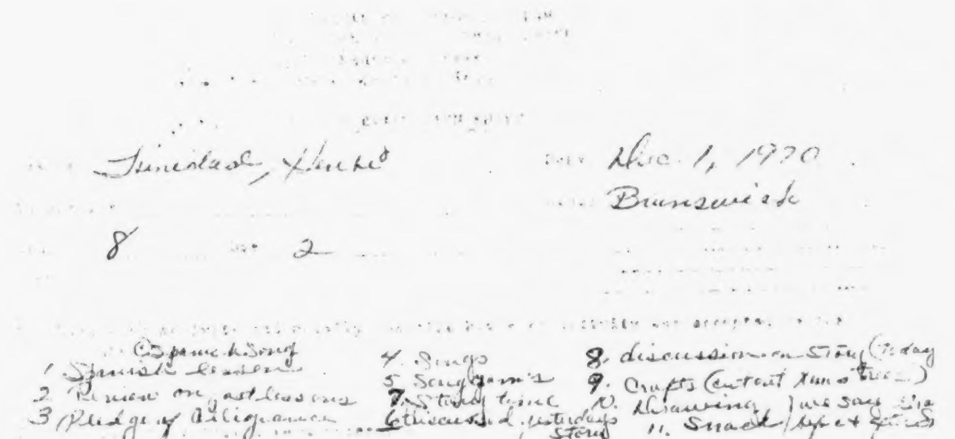
Well prepared

Story

none

This is my second week with Mrs. Guel.
She offered it ~~befor~~ again before her walls get dirty (she said)

Henri Trinidad
Tom [illegible]



Trinidad, Herbert

Dec. 1, 1970

Brunswick

8

2

(Opening Song)
1 Spanish lessons
2 Review on past lessons
3 Pledge of Allegiance
4. Songs
5. Song games
7. Story time
6. discussed yesterday's story
8. discussion on story (today)
9. Crafts (cut out Xmas trees)
10. Drawing
11. Snack
we say the [illegible]

Very much

Yes

Well prepared

Cutting out Xmas trees

none

Mrs. Gruel was very helpful with the children. I had nine children to-day, as one of the teachers is ill, I took over 3 of her children. The children adjusted to one another very well. We discussed Christmas; Amazing, only one child knew why we celebrate Christmas.

[illegible]
Toni [illegible]

- Today, Mrs. Jimenez also helped with the children on their coloring.

BILINGUAL EDUCATION PROGRAM
[illegible] SCHOOL [illegible] CENTER
125 [illegible]
Gary, Indiana 46402

LESSON EVALUATION SHEET

Teacher: Trinidad, Henri Date: Nov. 23, 1970

Supervisor: Group: Brunswick

Week: 7 Day: 1

1. List each activity and briefly describe how each activity was accepted by the [illegible]

1 Lesson Spanish 4 played with puppet - Simon Says
2 Song in Spanish 5. listened to records "Let's sing a song"
3 Pledge of Allegiance 6. did coloring - tried to color inside lines
7. In Art time - we always say that in English & [illegible] in Spanish after.

2. [illegible]

Very

3. [illegible] ideas?

yes

4. [illegible] prepared to give the lesson?

Well enough

5. [illegible] most interesting to the children?

Records

6. [illegible] activities seemed least interesting to the children?

none

7. [illegible]

When are we getting our ~~free~~ free Milk

to-day my milk cost 28¢ again

My hostess was very helpful.

They painted the walls, so that I could teach in a clean house (they said.)

Mrs. [illegible] is my Hostess this week

Signed: Henri Trinidad

[illegible] Tom Miranda

BILINGUAL EDUCATION PROGRAM
JEFFERSON SCHOOL CENTER-BORMAN
728 Madison Street
Gary, Indiana 46402

LESSON EVALUATION SHEET

Teacher: Trinidad Enriqueta Date: Jan. 25, 1971
Supervisor: Thomas Z. [illegible] Group: Brunswick
Week: 16 Day 1

1. List each activity and briefly describe how each activity was accepted by the children.
   1. Spanish lesson-review-parts of body
   2. English lesson-review-shapes + sizes
   1. Spanish song
   2. Pledge of Allegiance
   3. Songs + song games English Spanish
   4. Crafts-cutting
   5. Snack
2. How did the children seem interested?
   Very
3. Did they ask questions?
   yes
4. How well were you prepared to give the lesson?
   Well enough
5. Which activity seemed **most** interesting to the children?
   children enjoyed everything
6. Whic activity seemed **least** interesting to the children?
   none
7. Comments:
   Parent participation has been good.

Signed: [illegible] Trinidad
Teacher

Approved: Thomas Z. [illegible]
Supervisor

egv/ 12-7-70

Trinidad, Henrietta　　Nov. 18 1970

Brunswick

6　　3

1. We watched T.V. first part of the session
2. received lesson on colors in Spanish
3. Sang Spanish song
4. Pledge of allegiance
5. Catch in English
6. Reading News
7. crafts
8. Snack time

They are always interested

yes

Well enough

Our work shop (crafts painting or coloring)

none

7. This is our 6th week in service. I have always had the parent participate in our sessions, sometimes we had as much as three (3) (session) mothers stay. Are we getting the $1.62 an hour per volunteer towards our program?

We been buying milk now for 5 weeks, at an average of 25¢ a day.

Henrietta Trinidad

Toni Miranda

How about some Free Milk From the Program

BILINGUAL EDUCATION PROGRAM
JEFFERSON SCHOOL CENTER-BORMAN
728 Madison Street
Gary, Indiana 46402

LESSON EVALUATION SHEET

Teacher: Rayas, Virginia Date: January 18, 71
Supervisor: T. Miranda Group: Jefferson
Week: 15th Day 1

1. List each activity and briefly describe how each activity was accepted by the children.
Spanish English lessons - learned parts of body, finger plays - snack - songs - watched part of Sesame Street

2. How did the children seem interested?
All children participated

3. Did they ask questions?
Yes

4. How well were you prepared to give the lesson?
Well prepared

5. Which activity seemed **most** interesting to the children?
Learning parts of the body.

6. Which activity seemed **least** interesting to the children?
none

7. Comments:
Today I went to visit one of my students that was sick, her mother Mrs. Torres invited me for a most delicious meal.

Signed: V. Rayas
Teacher

Approved: T. Miranda
Supervisor

egv/ 12-7-70

PARENT'S NAME: ______________________________ DATE: ________

CHILD'S NAME: ______________________________

HOME TEACHER: ______________________________

HOME OBSERVATION

I. Are there any observable materials which are now in the home that were apparent at the beginning of the Project--i.e., children's books, educa toys, etc?

II. Does the mother or parent seem interested in the Project? If so, how i demonstrated?

III. How does the Mother participate in the lesson?

IV. Does the mother volunteer materials at home for home teacher's use...i.e., kitchen utensils, scissors, etc.,

V. Does the Host Mother make the Home Teacher seem welcome in the home at e class session?

HOME OBSERVATION FORM

Page 2

VI. Have you noticed any change in the way she deals with her children and others in the class?

VII. Have you noticed any change in the home--i.e., clean house, mother clean, mother's preparation for class, etc?

VIII. Parent Comments--include any comments, eisher positive or negative, made to you regarding his child--i.e., child's change of behavior (aggressive, talks more, asks more questions to parents).

IX. How does the mother feel about visitors coming in to observe the class with or without previous notice?

X. Home Teacher's Comments:

The Bilingual Education Program
Activity Calendar

MARCH

8 Advisory Board Meeting
Brunswick School 7:00 PM

? Move to Jefferson Latin
Studies Center

12 In-Service Training Staff
Meeting-- No School
11:00 - 12:00 ALL PERSONNEL

15 25 Neighborhood Parent
Meetings-- Brunswick,
Spaulding- Three-year Olds

16 Immunization Clinic

22 Advisory Board Meeting
Closed

22 Classroom Parent Meeting
(Dr. Vargas) ? Miss Corona

26 All Day--In Service
No School--Staff Meeting
11:00 -- 12:00
Content to be announced

26-27 Indiana Reading Council
Convention
Your attendance requested

APRIL

1 April Fool's Day

5 Advisory Board Meeting
Open--7:00 P.M.
Spaulding School

9 Good Friday--No School

12 - 16 Easter Vacation

19 - 22 Neighborhood
Parent Meetings--Brunswick
Spaulding-Three-year Olds

20 Immunization Clinic

23 All Day In-Service
Staff Meeting - 11-12
No School-All Personnel

26 Classroom Parent Meeting
Daytime

26 Advisory Board Meeting
Closed

28 Bilingual Parents' Meeting
Jefferson Multipurpose Room

Panel --
Dr. Del Campo Mr. Fierro
Miss Corona Rev. Stacey
Mr. B. Luna

MAY

2--9 Latin American History Week
Mexican, Puerto Rican and
Cuban Festival
May 5, 1971---7:00 P.M.
Horace Mann High School
Auditorium

7 In-Service--No School
Staff - 11-12

10 Advisory Board Meeting-Open
Jefferson Latin Studies Center
7:00 P.M.

12-20 Neighborhood Parent Meetings

18 Immunization Clinic

21 In-Service - No School
Final Records

24 Classroom Parent Meeting
Content to be determined
by the classroom teachers

31 Memorial Day - No School

Take children to Deep River

JUNE

4 In-Service--No School
All Day-- All Personnel
Final Records to be prepared
Report cards. Forms for
folders. Preparation of
forms for Kindergarten

9 General Parent Meeting
Jefferson Latin Studies
Center

1. Commencement
2. Closing Remarks:
   Teachers
   Director
   Advisory Board

15 Last Day of School for
Students

16 Last Day for Teachers

Luncheon--All Staff

TZM/egz/2-24-71

The Bilingual Education Program
Jefferson School
720 Madison St.
Gary, Indiana 46402

Phone: 882-[illegible]

January 22, 197[illegible]

Minutes of Advisory Board

There were (3) three Christmas programs.

1. Jefferson

2. Brunswick

3. Spaulding

Also a field trip to the Museum of Science and Industry to see Christmas Around the World and also to see the Christmas tree at the Civic Center. Mr. Miranda was asked for a round about figure of how much money was spent on the trip. He did not know because Mrs. [illegible] makes all arrangements of trips. It was then proposed that Mrs. [illegible] be asked to present a monthly financial statement. The board wants the fiscal report starting as of September and we would like to have it itemized.

An evaluation of the program was asked for by the advisory board. The (4) four main points in the evaluation asked were:

1. Attendance of personnel.
2. Attitude of teacher to children.
3. Supervision
4. How often Mr. Miranda observes homebound program.

Mr. Miranda was also asked for a break down of how many children started in September and how many are left now. He was also asked by Latin Family Center is in our building (Common Square).

Elections were held. Mr. [illegible] was chairman. The results were as follows:
1. David [illegible]--President
2. Gloria Silvas--Vice President
3. Grace Vega--Secretary
4. Mrs. [illegible]--Treasurer

Publicity Chairman will be appointed. Also recommended was to set up a Personnel Screening Committee and a Program Committee.

Mr. Miranda was told by Dr. McAndrew that the program will not be expanded until the budget is settled. As a school we could get our own funding by the state.

The Bilingual Education Program
Jefferson [illegible] Center
[illegible] Street
Gary, Indiana 46402

Phone: [illegible]

November 16, 1970---Jefferson School, 7:00 pm.

ADVISORY BOARD MEETING

Persons who were present:

1. Mrs. Eva Sanchez
2. Miss [illegible] Vega
3. Mrs. Amalia Valazquez
4. Mr. David Trinidad
5. Mrs. Gloria Salinas
6. Mrs. Concepcion Rodriguez
7. Mrs. Zoraida Morales
8. Mr. Jose [illegible]
9. Mrs. Aquilino Viera
10. Mrs. Enriqueta Trinidad
11. Miss Betty Otero
12. Mrs. Maria Vazquez
13. Miss Rachel [illegible]
14. Sister [illegible]
15. Miss Anna [illegible]
16. Miss Rita Y. Garcia
17. Miss Lucia Sanchez
18. Mrs. Maria Nero
19. Miss Maria Morales
20. Mrs. Alba Rodriguez
21. Miss Gloria Saldivar
22. Miss Lidia Torres
23. Miss Juanita [illegible]
24. Miss Catherine Hughes
25. Mr. Ben Luna
26. Mr. Solomon Flores
27. Brunswick parents
28. Jefferson parents
29. Spaulding parents

The following points were discussed:

1. Our trip to the Ice Follies in Chicago on October 31st was a great success--thanks to the parents.

2. Educational trips:
   a. All trips will be announced a week in advance.
   b. All the teachers will go.
   c. Parents will sign the permission slips before the trip. All the permits will be turned in to the teachers.
   d. One parent for each room or one parent for every 20 children will be invited. Those parents who have volunteer their services to the program will have first preference.

3. Plans for the coming year:

   All parents should think about the program's future in the coming year. Next year we should generalize our program at Jefferson School.

   a) This will be possible being that the Jefferson School Building will be vacant when the new school is finished.
   b) Each child in the program will qualify for state funds.
   c) With the continuation of the program the opportunity to work with the children for a long period of time will come.
   c) Each 5 year old child would be with us for six hours, from 9:30 to 3:30 p.m. Each 4 year old child would be with us for half-a-day.

Board Minutes

Page 2

4. Parents' Meetings:

On the incoming weeks we will start a series of meetings with the parents; and of the community where we are now working.

These meetings will help to organize the community and above all it will help to resolve some of the problems that perhaps some of the parents have.

The meetings will take place in the Brunswick, Spaulding, and Jefferson Districts.

5. Officials elected to the Advisory Board were:

Mr. David Trinidad——————President
Rev. Aguilar Villas——————Vice-President
Mrs. Gloria Silvas——————Secretary
Mrs. Zermeno——————————Treasurer

Miss Irma Narvaez was elected to take care of the publicity for all the program's functions.

Cordially,

Tom Miranda
Director

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Bilingual Education Program
[illegible] Center
728 Madison Street
Gary, Indiana

The Advisory Board Meeting

Date: Tuesday, September 15, 1970
Time: 7:30 P.M.
Place: Jefferson Elementary School

Present were:

1. Gloria Silva
2. Concepcion Rodrigues
3. Haydee Velez
4. Letty Otero
5. David Trinidad
6. Catherine Hughes
7. Benjamin Luna
8. Amelia Velasquez
9. The Rev. Aquilino Vinas
10. Thomas Z. Miranda
11. Raisa Otero
12. Reginal Medellin
13. Bilingual Program Home Teachers 17
14. Eve Sanchez

AGENDA

I. Development of the bilingual Program since July 1, 1970

   A. Hiring of Personeel to begin program.
      1. 22 Para-professional Home teachers
      2. 2 classroom teachers
      3. 1 secretary
      4. 1 Social Worker

   B. Advertisement of the Program

      1. Schools
      2. Headstart Program
      3. Churches
      4. Radio
      5. Television
      6. Newspapers

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C. Acquisition of [illegible] Center
720 [illegible] Street, to house the Jefferson [illegible]
Program and offices.

D. Enrollment of Aides in the Career Opportunities Program.

II. In-Service Training began September 8, 1970, with:

A. Orientation on Early Learning and the Bilingual Program Service Center.
B. The Physiological Development of the child.
C. The Psychological Development of the Child- Dr. Manuel Vargas.
D. Language and children- Mr. Miranda.
E. English/Spanish as a Second Language Methodology- Mr. T. Miranda.
F. Early Learning Methodology and Materials, --Mr. [illegible]
G. Motor Coordination and Visual Perception Exercises Methodology- Miss Felicia Shouts.
H. Practice Teaching- Entire Staff.
I. The Evaluation of the Program
Mr. Ben Luna
Miss Catherine Hughes
J. How to make Home Visitations--Sr. Palmira Perez, O.L.V.M.

In-Service Training will last for approximately 3 weeks.

III. Parents Meetings--- Week of September 21, 1970

IV. Home Visitations and Child Testing.

A. Jefferson School- Week of Sept. 21, 1970

B. Brunswick & Spaulding Elementary School- Week of Sept. [illegible], 1970.

V. Classes will begin:

A. Jefferson- 4 year olds- September 30, 1970 -- 8:30 A.M.

B. Brunswick & Spaulding- October 5, 1970-if testing and visitations are finished.

VI. Evaluation of the Program

A. Internal Evaluation
1. Team: Mr. Ben Luna
Miss Catherine Hughes
2. Evaluation of:
a) Management of the Program
b) Community Participation
c) In-Service Training of Staff
d) Early Learning
e) Language: English & Spanish

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B. External Evaluation
Dr. Solomon Flores
The University of Maryland

VII. Meetings:

A. Bi-Monthly
B. First and last Wednesday of every month.
C. Meeting Schedule:

October 7, 1970-- 7:00 P.M.

October 28, 1970- 7:00 P.M.

at Bowman Square, 728 Madison Street, Gary, Indiana.

Thank-you,

T. Miranda

T. Miranda
Project Director

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[illegible]

[illegible] Dec. 15, 1972

[illegible] two (2) [illegible]

1. [illegible] development use of language.

2. [illegible]

The first test given was the Draw Man Test. The results are as follows: (IQ points)

[illegible]

Jefferson [illegible] year olds—[illegible]

Jefferson [illegible]

[illegible]—75

The second test was the Peabody Test given for both English and Spanish. The results are as follows:

ENGLISH	SPANISH
Jefferson 4 year olds 57.3	Jefferson 4 year olds—64.9
Jefferson 3 year olds 53.3	Jefferson 3 year olds— 65.8

They averaged [illegible] and 62.1 in Spanish. [illegible] got 58.7 in English and 56.1 in Spanish.

Three (3) out of four (4) children [illegible]

[illegible] Mr. [illegible]

Mr. [illegible]

[illegible]

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Minutes of Advisory Board

We are hoping to get raises for teachers aides. If we can get a 40¢ raise for them they will be making $2.15 an hour. The program started out with $25,000 of Title X for payment of teachers and now there is $1400 left. We still have some money left for custodian supplies, medical supplies, rent, food, $1690 for nurse and $1322 for social worker. Eight eighths of Title X is for salary. It was suggested that homebound teachers be supplied with a first aid kit.

Mr. Trinidad asked if a homebound teacher should call off, could the other 2 or 3 homebound teachers be asked if they would be willing to take the children so that they would not be left out of a days education. The teacher who calls off should be aware that she will be docked that day's pay.

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[illegible]
[illegible]
[illegible]
Gary, Indiana 46402

Phone: 883-[illegible]

Jan. 29, 1971

Resumen de la Junta Consultiva:

Hubieron tres (3) programas de Navidad:

1. Jefferson
2. Brunswick
3. Spaulding

Tambien un viaje al Museo de Ciencia e Industria para ver el arbol de Navidad en el Centro Cívico. Al Sr. Miranda le fue pedido un estimado de cuanto dinero se gastó en cada viaje. El no sabia porque la Sra. McKibben hace todos los pagos relativos para los viajes. Nos [illegible] sugerido que la Sra. McKibben prepare un reporte financiero cada mes. La junta quiere este reporte [illegible] en cada junta y lo queremos detallado.

Una evaluación del programa fue pedida por la junta consultiva. Los cuatro puntos principales fueron:

1. Asistencia del personal
2. Actitud de los maestros hacia los niños.
3. Supervisión
4. [illegible] que el Sr. Miranda le dedica al programa en las noches. El Sr. Miranda tambien le pidieron un reporte de cuantos niños [illegible] en el programa y cuantos quedan ahora. Tambien le preguntaron porque el Programa de Educación para Familias Latinoamericanas está en el mismo edificio con el Programa Bilingüe.

Las elecciones fueron llevadas a cabo. El Sr. Ben Luna, se encargó de las elecciones. Los resultados fueron los siguientes:

1. David Trinidad, Brunswick———Presidente
2. Gloria Silvas, Jefferson———Vice Pres.
3. Grace Vera, Brunswick———Secretaria
4. Sra. Montes, Spaulding———Tesorera

Una persona encargada de publicidad sera elegida. También fue recomendado que un comité de escoger el personal fuera escogido y un comité de programas.

El Dr. Mendez le dijo al Sr. Miranda que el programa no sera ampliado hasta que el presupuesto no este resuelto.

Esperamos conseguir aumentos para los ayudantes de maestros. Si podemos conseguir aumentos de 40¢ para ellas entonces estarán ganando $2.25 por hora.

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Página dos

Resumen de la reunión de la junta consultiva

El programa cierró con $26,000 del Título I para pagarle a las maestras y ahora quedan $1600. Todavía tenemos dinero para materiales de entrenamiento, materiales médicos, renta, alquileres, tenemos $1650 para la enfermera y $1322 para la trabajadora social. Ocho octavos (8/8) del Título I es para el salario. Fue sugerido que si un grupo de las maestras en las casas tengan equipo de primera ayuda.

El Sr. Trinidad preguntó si alguna de las maestras de las casas se reportan ausentes, si otras de ellas pueden cambiarle a esos niños así ellos no le faltaría la enseñanza de ese día. La maestra que se reporte ausente debe de saber que no se le será pagado ese día.

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[illegible] Bilingual [illegible] Program
[illegible]
[illegible] Madison Street
Gary, Indiana 46402

Phone: 883-7554

January 6, 1971

PARENT MEETING SCHEDULE:

The following is the Parent Meeting Schedule for January and February.

[illegible]: Remind your parents—let them know place and time of meeting at least [illegible] days before.

January 19th —————— Jennifer De Jesus
" 20th —————— Yolanda Garcia
" 21st —————— Lucia Sanchez & Mary Vasquez
" 26th —————— Gloria Martinez & Mary Rodriguez
" 27th —————— Rita Rodriguez
" 28th —————— Mrs Villarreal

February 2nd —————— Lupe Calderas
" 3rd —————— Maria Morales
" 4th —————— Irma Moreno
" 9th —————— Classroom Parents A.M. & P.M.
" 10th —————— Phyllis Delgado & Virginia Corpus
" 11th —————— Henrietta Trinidad
" 16th —————— Elena Alcocer
" 17th —————— Susan Jurkinski

Parent Meetings will be held on Tuesday, Wednesday and Thursday afternoons. You are not expected to attend.

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The Bilingual Education Program
Jefferson School
640 Jefferson St.
Gary, Indiana

February 15, 1971

Parents' Meeting---Borman Square

Reunion de la mañana

Present were:

Marjorie Collins
Anita Scriven (Ronald Richardson's mother)
Graciela Cabrera
Luz Ma. Magaña
Maria de Jesus Ornelas
Amparo Verduzco
Jose Treviño
Erulia Treviño
Rosa Maria Garcia

1. The purpose and make-up of the advisory Board were discussed by Mr. Miranda Parents were invited to attend the open meetings and to make their views heard at such meetings.

2. Parents expressed their desire to have a parents' manual and guide. They will be receiving this as soon as possible. Parents expressed their appreciation of the program. Children are learning very much through their participation.

3. Mr. Miranda announced Mr. Ruben Cruz, producer of Oiga Amigo seen on Channel 7 on Saturdays will be in Gary, February 23 & 24. The Bilingual Program as well as the Latin American Family Education Program will be filmed. A parent's meeting will be called so that this can be part of the film.

4. Film was shown in English and Spanish. Jenny is a Good Thing. Parents enjoyed the film and were stimulated to ask for similar program activities in our program.

A filmstrip on Bilingual Education was shown. This helped the parents to understand important concepts in Bilingual Education.

5. Plans are being made for a program and festival to be held at Jefferson School sometime in May. Some parents have volunteered to help in various aspects. Mrs. Verduzco teaches Mexican Folk dances.

6. Plans for the program for next year were discussed. Questions on transportation and lunch arrangement were discussed.

The Bilingual Education Program
Jefferson School
640 Jefferson St.
Gary, Indiana

February 15, 1971

Parents' Meeting------Borman Square

Reunion de la tarde

Attendance.

- Mr. George Arce
- Juanita Reyes
- Henrietta Trinidad
- Elena Alcocer
- Pearl Miles
- Jose Vargas
- Efrain Padron
- Luis E. Ferrer
- Elsie Ferrer
- Reatha Camacho
- Faustino Jimenez
- Florence Frymire
- Clemente Ramos
- Candita Ramos

Agenda

I. Bilingualism-Filmstrip
  --Notion of Bilingualism
  --Programs in U.S.A.

II. Jenny Is a Good Thing--
  --Nutrition
  --Love, Warm friendship
  --Instruction--Key to Educational growth

III. Discussion of Program
  --Organization of Parents groups
    Advisory Board----Who? When?
    Parent Organization
    Plans for September
    Bilingual Kindergarten

However, Mr. Miranda explained that the bus would probably make 2 stops at Holy Rosary parking lot and at Brunswick school, and that on the bus would be 2 women from the local community for the care of the children. When the parents heard this explanation, they were open to the idea. It seemed as though most of the parents would be willing and wanting for their 5 year olds to attend a full day Bilingual Kindergarten. This plan however would necessitate a lunch program for the children.

Parents were invited to act as Parent-Volunteers in the classroom at present and when the program will be centralized.

Sister Palmira, the social worker, briefly explained her role in the program and told the parents of her involvement with the family, but at present has been limited because of time. She said it was important to share the strengths of some families with other families, thus strengthening the Latin Community.

Sister Palmira

The Bilingual Education Program
Jefferson School
640 Jefferson St.
Cary, Indiana 46402

4 de febrero de 1971

Parents' Meeting at Amelia Villarruel, 201 Hovey St.

Attandance

Thomas Z. Miranda
Sister Palmira Perea
Miss Naomi Comer
Mrs. Ma. Luisa Aburto
Mr.& Mrs. Teresa Perez
Garthell Comer
Ernestina Flores
Miss Villarruel

Parents' Impressions on Program

1. Have learned English
2. Good modeling on part of May
3. Child has learned to play and socialize better
4. Child has become more and more interested
5. Small group helps child more and teacher can give more individual attention.
6. Better to have class in set home and not to change, children take time to adjust to surroundings.

Plans for next year--Busing of children to Jefferson School, 3 hours of class and would be brought back. Teachers would ride with children to and from class.

1) Parent like idea of bilingual program
2) Book rental would be taken care of by program
3) Hot lunch will have to be arranged   to have children
4) If room were available in Brunswick, parents would prefer/Clinic Schedule February 16. All should have signed the permission slips, etc.

Explanation of Social Worker's role

We are interested in getting more children enrolled in the program.
Parents were asked to help with the recruitment of new students.

SCHOOL CITY OF GARY
SCHOOL SERVICE CENTER
620 EAST 10TH PLACE
PHONE 886-3111
The Public School System of GARY, INDIANA 46402

The Bilingual Education Program
Jefferson School
Gary, Indiana

Parent's Meeting--Lucia Sanchez's class
Thursday, January 21, 1971
Meeting: Mrs. Ortiz's House
536 Porter Street

Present:

Mr. Tom Miranda
Mrs. Josephine Kivikangas
Sister Palmira
Mr. & Mrs. _____Ponce
Mrs. Ortiz
Mrs. Martinez
David Trinidad

Meeting opened with Mr. Miranda asking for impressions on the program. Positive value of the program as vocalized by the parents included:

1) Progress in the whole socialization process.
2) Children are making more use of Spanish.
3) Children have learned to use English.
4) Children are improving in the formation of sentences.
5) Parents have observed a very good class structure that contributes to the development of the child.
6) Most of the parents had very positive comments to make about Miss Sanchez's methods and her patience in dealing with the children.

Asked about the value of the home-based program, the parents prefer the home-based program to the classroom, especially were it to be at Brunswick. This group lives about 10 blocks away from Brunswick Shool, and it is difficult to get the children to the school.

Mrs. Kivikangas explained the importance of having the medical forms signed by the parents. The immunization clinic will be held in February for all the children in the program. The children from Brunwick & Spaulding will be based to Borman Square. The Home Teachers will be informing the parents on the date and time.

Projected Plans for next year:

Mr. Miranda explained the possibility of centralizing the entire program at the "old Jefferson School'. Plans would be to bus the children to Borman Square for class time. The parents initially were not willing to have the children bused.

Page 2 of Parents' meeting held Feb. 1st, 1971, at Mrs. Guevara's house.

Parents: The children will learn proper Spanish if in a centralized school with teachers of Mexican, P.R. and Cuban descent rather just home Spanish, which is not always correct.

Mr. Miranda:

Please feel free to bring items from home such as books, records, etc. for the classroom.

A Father: The program will be a great benefit for Latin Americans because the children will retain their Spanish and learn Englist too.

Mr. Miranda: The children will always be bilingual whether we have a program or not. Therefore a Bilingual Program can only help them.

The Bilingual Education Program
Jefferson School
640 Jefferson St.
Gary, Indiana 46402

February 1st, 1971

Juanita De Jesus parents meeting: 532 Rhode Island St.

Mrs. Guevara's home

Present were:

Mrs. Inocencia Hernandez
Mrs. Juventino Hernandez
Mrs. Juliana Espinosa
Miss Kivikangas
Sister Palmira Perea

1. Explanation of Bilingual Education Program
2. Future centralization of program at Jeff. School

Parents impressions of program:

1. My child talks more, plays more with other children, and has been learning many new things.
2. I don't like my child having to go out in the cold.
3. I like the classes in the home becuase I can see the daily progress.

How will you (parents) feel about a central school at Jefferson. Your children will go by bus.

1. I think a school has more facilities than private homes to offer.

February 16-----1st clinic for kindergarten. Explanation of need for immunization children will be picked up by bus.

Sister Palmira explained her role in program.

Parents' Comments--
I think the children will get tired if kindergarten is held all day.

Mr. Miranda---Children usually do not get tired if the pace is kept fast with varied subjects so they won't get bored. Also they will have nap time.

Sister Palmira---Do you see ny other benefits of having class in homes

Yes, I can meet the other parents, and the children all with their same kind meaning children who talk Spanish. I am able to participate in the class.

Bilingual Education Program
[illegible]
719 Indiana St.
Gary, Indiana

Phone: 882-7354

October 6, 1970

ATTENTION: All Teachers and Aides

The following is the In-Service Training Schedule from October to December.

October 9, 1970---- All day in-service training; NO classes--The Early Learning Center--1620 E. 19th Avenue.

October 22 and 23, 1970-----Teacher Institute Days--NO classes.
October 22, 1970--- Trip to Milwaukee to observe the Bilingual Education Program there

Combined [illegible] & Bilingual Visit..
1 Day Trip

October 23, 1970---- All day In-Service --
Combined [illegible] & Bilingual ---[illegible] Center

November 6, 1970---- In-Service -- ALL DAY---NO classes.

November 20, 1970---- In-Service---ALL Day --NO classes.

December 4, 1970---- In-Service--ALL DAY---NO classes.

December 18, 1970---- In-Service----ALL DAY---NO classes

.... COMBINED CHRISTMAS PARTY!..............................

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School City of Gary, Ind.

ABSTRACT

During the school year 1970–71, a bilingual program was operated in three areas of Gary: Jefferson which has a population over 50% Spanish Surnamed Americans (Cuban and Puerto Rican); Brunswick over 33⅓ Spanish Surnamed Americans (Mexican); Spaulding over 20% Spanish Surnamed Americans (Puerto Rican and Mexican). Jefferson had classroom based four-year olds and three-year olds; Brunswick home-based four-year olds; Spaulding home based and convent-based four-year olds.

Briefly, the data in this report will show that considerable growth occurred in the measurable intelligence of the participants during eight and half months.

GOODENOUGH-HARRIS DRAWING TEST (NON-VERBAL INTELLIGENCE MEASURE)

Pretest number of students, 83.
Average score, 88.4.
Posttest number of students, 93.
Average score, 104.
Growth, 15.6.

PEABODY PICTURE VOCABULARY TEST (VERBAL INTELLIGENCE MEASURE)

English pretest number of students, 89.
Average score, 73.1.
English posttest number of students, 114.
Average score, 88.4.
Growth, 15.3.
Spanish pretest number of students, 89.
Average score, 54.9.
Spanish posttest number of students, 114.
Average score, 69.7.
Growth, 14.8.

On the Wepman Auditory Discrimination Test students also demonstrated progress. This test, which is often used to determine reading readiness, consists of minimal pairs and requires the child to discriminate initial, medial, or final sounds.

Pretest number of students, 25.
Results, 0.
Midtest number of students, 12.
Results, one-third at or above norm; one-third close to norm; one-third far below norm.
Posttest number of students, 68.
Results, one-half at or above norm; one-third close to norm; one-sixth far below norm.

The time lapse between the midtest and posttest was two and a half months.

FROM DR. ROBERT F. WHEELER

Inner City Primary Students Learn To Read: Progress in Title I Reading in Kansas City, Missouri*

By Daniel U. Levine, May 1971

Until recently, no one had ever seen a group of inner city schools in which students were being successfully taught how to read. Here and there in the big cities one might find an isolated Title I school which seemed to be doing the job, but invairably its neighboring schools showed all the usual dismal characteristics of an educational disaster area.

---

*A report prepared at the Center for the Study of Metropolitan Problems in Education, School of Education, University of Missouri—Kansas City.

Now, the Kansas City, Missouri Public School District has released data that provide some support for those who have argued that if properly taught, most first and second graders in a large big city poverty area can acquire the basic reading skills needed for later success in school and society. The data, available in a mimeographed report released by the district in April of 1970[1] and a printed report[2] published by Webster/McGraw-Hill a month later, demonstrate that much progress has been made with first and second graders who participated during the 1968–69 and 1969–70 academic years in Project Uplift, a reading project instituted in all the District's Title I elementary schools. In no other city, apparently, are beginning readers throughout a big city's poverty neighborhoods achieving at a level that allows real hope most will become not just functionally literate but fluent in reading.

PROJECT UPLIFT

Initiated in 1968, Project Uplift is a multi-faceted reading improvement program in all eleven Kansas City elementary schools which were certified as eligible to receive funds for economically and educationally disadvantaged students under Title I of ESEA and were placed under the Division of Urban Education in 1966. After years of struggle, the Division, under Area Superintendent Robert R. Wheeler, won the right to function with considerable autonomy from the traditional central office bureaucracy. Key components in Project Uplift, which is described in some detail by Acting Director of Elementary Instruction and Reading Jimmie Marie Thomas and other school district officials in the Webster/McGraw-Hill booklet, include:

Utilization of the Sullivan Programmed Reading Series published by Webster/McGraw-Hill.

Assignment of one Building Reading Consultant to each school with less than 500 pupils and two to each school with more than 500 pupils.

Employment of Speech Improvement Teachers whose work is closely coordinated with reading instruction.

Assignment of Teacher Aides full-time in each K–3 classroom and half-time in each 4–7 classroom.

Three-day training workshops were held for all classroom teachers and reading specialists when the project was initiated.

An Instructional Services Center staffed by a Reading Coordinator, a Speech Coordinator, an Audio-Visual Coordinator, four General Consultants, and other personnel has been set up to provide inner city teachers with training, supervision, and other specialized services for improving curriculum and instruction. For example, pupil worksheets and learning games to accompany the Sullivan workbooks and story books have been developed and distributed by Center staff working closely with classroom teachers.

Continuing consultant help is available from Webster/McGraw-Hill personnel.

A Coordinator of Parent Involvement works with groups of parents who then work with other parents in their neighborhoods on learning to use materials found in the home to reinforce and extend the Division's reading program.

Several fundamental aspects of the organization and implementation of the Project Uplift reading program have been summarized by Elementary Reading Consultant Eunice B. Johnson as follows:

"In all primary grades there are two reading periods daily, each one hour long. All intermediate classrooms in which Programmed Reading is taught also have reading twice a day. Third- and fourth-grade pupils . . . who did not finish have continued in Programmed Reading in fifth or sixth grade until the twenty-one books are finished.

". . . teachers aides were hired with the main objective being to help with reading. Aides do not give initial instruction, because only the teacher is permitted to do this by state law. They do such things as review and practice for individuals or small groups on the skills taught by the teacher, checking on mastery of vocabulary . . ., helping pupils record daily progress, listening to pupils read storybooks, checking on comprehension, and recording any word recognition errors for the teacher.

---

[1] "Report on Reading Achievement in the Division of Urban Education for Period 1966 to 1970." Report published by the Division of Urban Education, Kansas City, Missouri Public Schools (mimeo, n.d.).

[2] Programmed Reading. An Exemplary Project. Webster/McGraw-Hill Research Report 2.

"Pupils were assigned to flexible groups according to skill needs. In some classrooms whole-class instruction was geared to the needs of the pupils in the highest books. In other classrooms whole-class instruction was geared to those in the lowest books. Whole-class instruction has been followed by instruction on specific skills in small groups to ensure that there are no gaps in skill mastery.

"Whole-class instruction is not given every day. On some days pupils are grouped and taught according to individual needs. The key to success in this decoding program is flexible grouping, and from 20 to 30 minutes of each reading period are spent on teaching decoding skills. For the remainder of the period, the pupils work independently in their readers. During this time the teacher moves from child to child listening to their reading, helping with unknown words, giving individual skill instruction, and checking test.[3]"

RESULTS

To anyone familiar with the syndrome of despair and futility among both teachers and students and the rock-bottom achievement levels which have been characteristic of inner city schools in Kansas City as in other urban centers throughout the country, some of the results reported after the first two years of Project Uplift cannot help but offer a certain amount of encouragement. For example, a questionnaire distributed to 65 participating K–4 teachers by the school district's evaluation department showed that 49% believed their students had demonstrated greater interest and motivation in reading, 60% believed their pupils were experiencing and enjoying greater success in reading, 72% through their students were registering successes in recognizing and decoding words, 75% felt the Programmed Reading Materials were proving effective with slower readers, and 78% reported that "The slow learner no longer feels left out or behind." Barbara Moten, Coordinator of Reading Laboratories, summarized the perceptions of a number of observers familiar with Project Uplift when she reported that the students' progress in reading has been "instrumental in swaying opinions of teachers who disbelieved and resisted . . . Students' confidence, success, and self-esteem seemed further to help teacher attitudes."[4]

Achievement data on the reading performance of approximately 3,000 students in grades one, two, and three have been described and analyzed in a chapter prepared by William Griffith of Webster/McGraw-Hill and Ed Downey of the school district evaluation department for the company's research report on Project Uplift. The data show that substantial progress has been made by first and second graders, particularly those who started in first grade in the fall of 1968 and consequently had participated for two academic years by the time achievement tests were administered in the spring of 1970. Among the most impressive findings:

An increase of 8.88 raw score points (from 20.82 to 20.70) had occurred in mean performance on the vocabulary section of the Gates-MacGinitie Primary Reading Test (Primary A, Form 1) among the first graders tested in 1970 as compared with first graders tested in 1966. Similarly, mean raw score performance on the comprehension section increased by 4.18 points, from 13.22 to 17.40.

Raw score vocabulary means of second graders (Gates-MacGinitie Form B) increased by 6.97 points (from 22.02 to 28.99) between 1966 and 1970 and comprehension means increased by 4.50 points (15.07 to 19.57).

Second graders in 1969–70 gained an average of 1.1 years (in grade equivalence scores) in both reading comprehension and vocabulary.

First and second graders tested in 1970 made long strides toward closing the achievement gap in reading comprehension and vocabulary customarily found between economically disadvantaged inner city populations and national samples used to obtain grade equivalence norms for achievement tests. In 1969, after one year in Project Uplift, 35% of the first graders were at or above grade level in vocabulary and 31% were at or above grade level in comprehension. Among second graders tested in 1970, most of whom had been in the program two years, 35% were at or above grade level in vocabulary and 33% were at or above grade level in comprehension, as compared with the 19% of 1969 second graders who were at or above grade level on these measures. Moreover, all these gains had been attained across a relatively full range of student-achievement groups, from low-achieving youngsters to youngsters at the high end of the achievement spectrum.

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[3] *Programmed Reading, op. cit.*, pp. 7–8.

[4] *Ibid.*, p. 10.

Whereas in 1966 five of eleven schools had first-grade mean raw scores below 20 on the vocabulary section of the Gates-MacGinitie test, by 1970 all eleven schools had mean scores of at least 25. Similarly, whereas five of the eleven schools had second-grade mean raw scores below 22 in 1966, all eleven had mean scores above 22 in 1970. Between 1966 and 1970, eight of the eleven schools registered mean gains of at least two raw score points on second-grade comprehension. These patterns suggest that improvement in reading has taken place throughout the inner city area (i.e., neighborhoods served by Title 1) since Project Uulift was initiated in 1968.

COMMENTS

It is possible that the Kansas City Public Schools Division of Urban Education may be in the process of demonstrating that masses of disadvantaged youngsters isolated in the declining core area of a big city can succeed in school. Long before federal guidelines were modified to avoid spreading Title I funds too thin trying to accomplish too many vague goals with too many children, Area Superintendent Wheeler had moved to concentrate Kansas City efforts on preschool programs to bolster readiness and on teaching fundamental learning skills in the early grades. Unlike impractical attempts made in the Washington, D.C. Public Schools in the fall of 1970, plans to improve reading among inner city students in Kansas City have been carefully implemented and have not been abruptly launched before sufficient training and supporting services were made available for teachers. Like a number of successful compensatory education programs in California, Project Uplift has identified clear-cut and feasible goals and then concentrated funds on teacher training and other components needed to achieve the goals—with the difference that Kansas City appears to be the first case in which such successes have been registered for a large inner city population in a dense urban poverty ghetto. Plans carefully worked out and implemented by the Division of Urban Education are beginning to bear fruit.

At the same time, accomplishments after two years of Project Uplift constitute only a beginning toward the solution of very difficult problems which still remain to be solved if inner city children in Kansas City are to succeed in school. For one thing, March, 1971 achievement scores released just before the final draft of this paper was finished showed that ITBS reading comprehension and vocabulary mean grade equivalent scores of Title I third graders had increased to only 3.1, thus indicating that the high scores this class registered in the first grade and the relatively rapid rate of progress it made in the second grade had not been sustained in the third grade.[6]

Third grade mean grade equivalent scores	1966	1969	1970	1971
Vocabulary	2.8	2.8	2.9	3.1
Reading Comprehension	3.0	2.9	2.9	3.1

1971 third grade cohert-grade equivalent history	1969 first grade	1970 second grade	1971 third grade
Vocabulary	1.6	2.7	3.1
Comprehension	1.6	2.7	3.1

In addition, median reading scores of third graders tested in the fall of 1970 after two years in Project Uplift were exactly at the dishearteningly low level (a median grade equivalent of 3.0 in comprehension) one would have predicted given their low verbal scores (16th percentile median) on the Lorge-Thorndike ability test, and no substantial progress had been made between 1966 and 1970 in reading performance at the third, fourth, sixth, and seventh grade levels; thus the gains which have been made in the Project Uplift reading program have been pretty much limited to first and second graders.[6] And since parts of the gains registered among first and second graders probably are attributable to improvements in test-taking skills and motivation as opposed to actual growth in academic or cognitive skills,[7] the real test for these pupils comes in the later grades when the conceptual content of the curriculum necessarily becomes more abstract and the familiar "cumulative deficit" phenomenon found among inner city populations usually appears most markedly. The spring 1971 report published by the Division of Urban Education claims to have disproved "the widespread theory that so-called negative forces in the environments of inner-city children created permanent learning impairment."[8] Along these lines, division administrators have insisted that disadvantaged students can learn as well as non-disadvantaged students. While this is a desirable operating position to impress upon staff who are unlikely to succeed unless they believe in the potential of their students, the Division has not yet demonstrated the validity of the no "permanent learning impairment" proposition. Neither has it proved that compensatory education can result in permanent gains on any widespread basis in the socially-and psychologically-debilitating environment of a big city poverty area.[9] What Project Uplift has shown is that economically disadvantaged first and second graders in a big city can be set on the road toward becoming competent readers but it will be some years before data from the project possibly might be used to disprove the "learning impairment" position or to prove that compensatory education is a viable alternative to destratified schooling. Nevertheless, a beginning is a beginning and is better than no beginning at all, so that the data cited above assuredly must be viewed as both refreshing and encouraging.

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[6] It is possible that the low rate of progress among 1970–1971 third graders was due in part to problems of low test sensitivity and discrimination in the ITES and that this cohort may resume its relatively rapid advance in future years.

What will happen as Project Uplift students move out of the primary grades is a moot question at this point—all one can say with assurance is that the road ahead is strewn with pitfalls that will be difficult to negotiate. Partly due to lack of funds and partly due to other reasons including the enormous difficulties involved in changing secondary schools, on the whole curriculum and instruction in junior—and senior—high classrooms in the inner city in Kansas City are not much different than was true ten or twenty or forty years ago. Equally important, students emerging from the primary grades with adequate reading skills before long will be old enough to come more directly under the influence of the inner city "street culture." This, of course, is one reason why there are very few if any successful inner city secondary schools (exceeding street academies and storefront-type schools) anywhere in the United States, and it means that the Division of Urban Education will have to begin to involve inner city parents and citizens as full partners in deciding how the schools are to function and how they are to relate to their neighborhoods if the Division is to have any chance at all to extend Project Uplift gains into the secondary schools.[10] In a city and a metropolitan area which have opted almost exclusively for "gilded ghetto" strategies rather than recognizing much less trying to alleviate the problems generated when low income minority children and adults are isolated in enclaves of defeat and despair, the precedent-breaking waves of first and second graders emerging from Project Uplift have a long journey ahead before they are home free, no longer oppressed, in the words of Margaret Walker's most beautiful poem, by a life of

> walking blindly spreading joy, losing time
> being lazy, sleeping when hungry, shouting when
> burdened, drinking when hopeless, tied and shackled
> and tangled among ourselves by the unseen creatures
> who tower over us omnisciently and laugh.[11]

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[6] Data relating achievement among these pupils to Headstart and Follow Through experience would be very valuable but are not now available.

[7] This comment is not meant to minimize the importance or significance of such improvement or to downgrade the legitimacy of working to bring it about or the difficulty of doing so.

[8] "Report on Reading Achievement," *op. cit.*, p. 1.

[9] It also should be noted in this regard that the mean ITBS arithmetic score for third graders in 1971 was almost exactly the same as it had been in 1966, and 1971 sixth grade scores on the vocabulary, reading comprehension, and language skills sections of the ITBS were very similar to the 1966 means.

[10] Ironically, Area Superintendent Wheeler recently has been endeavoring with some success to use political support stimulated as part of a major decentralization controversy to block the demands being made by several inner city organizations for a serious role in decision-makng processes regarding the operation of Title I and Model Cities schools.

[11] From "For My People," in Margaret Walker, *For My People* (New Haven: Yale University Press, 1968), p. 14.

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Webster/McGraw-Hill

Research Report

Programmed Reading

2

AN EXEMPLARY PROJECT

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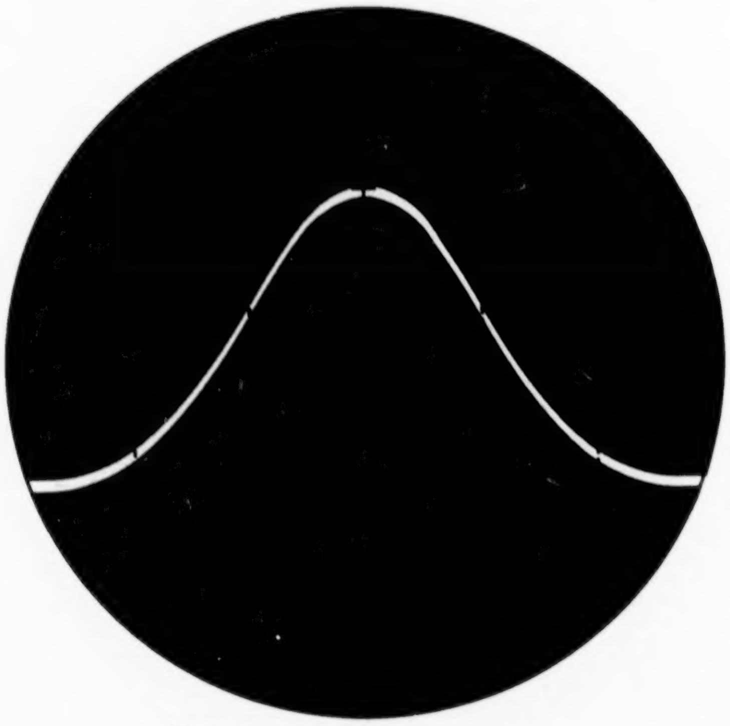

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Purpose of WEBSTER/McGRAW-HILL RESEARCH REPORTS

These reports provide research information on the development, field trials, and school use of WEBSTER/McGRAW-HILL INSTRUCTIONAL MATERIALS. The reports include:

1. Outcome studies of students.
2. Studies of teachers.
3. Pedagogical considerations.

The sources of articles for Webster Research Reports are teachers, administrators, researchers in schools using Webster materials, summaries and reviews of published research related to the materials, and special studies initiated by Webster and conducted by appropriate educational specialists on a consultative basis.

The research personnel of Webster will make selections of articles to be included in these reports. Guidelines for such articles and further information on submission may be obtained from Dr. William Griffith, Director, Webster Research Department, Webster/McGraw-Hill, Manchester, Missouri.

PROLOGUE

The reading achievement scores of over 3,000 students, in grades one, two, and three, attending schools in the inner city of Kansas City, Missouri, were studied to evaluate the effectiveness of changes in reading methodology. These changes were made as a part of an Elementary-Secondary Education Act Title One project, Project Uplift, which began in the fall of 1968. Scores resulting from two years of project activity were compared with the achievement results of a previous program conducted during the 1965-66 school year.

The major findings include:

1. Reading Achievement scores increased significantly for each class entering the Project by grade one.
2. Mean Achievement scores in Vocabulary and Reading Comprehension (Gates-MacGinitie Form A) for the 1969-70 first grade were at grade level for published national norms.
3. Average Grade Equivalent score growth for second-grade students (1969-70) was more than one year in both Vocabulary and Reading Comprehension.
4. Increases in grade scores were observed for the most able students as well as the least able in the population of the Project, indicating that the program was effective in assisting all students to read better.

The first part of this report is intended to provide a brief overview of the methodology associated with these findings. The directors, managers, supervisors, and teachers have provided a discussion of

1. The philosophical position of the Project Administration.
2. Personnel and organizational structure of the Project.
3. Pre-service and In-service training of teachers and supervisors.
4. Webster/McGraw-Hill Programmed Reading.
5. Classroom practices.
6. Karnes Theater and Fine Arts Center.
7. Teacher attitude.

Our aim is to present a complete overview. We recognize, however, that more questions will be raised than can be answered in a report of this type.

The second part of the report is the statistical analysis of observed scores, the summary of important findings reported in the first part. Two important questions meriting further research result from the data analysis:

1. Observed discrepancies in Lorge-Thorndike Intelligence Non-Verbal over Verbal scores would be reduced for students in third grade (1970-71).
2. Significant increases in Vocabulary and Reading Comprehension scores are predicted for grade three students in the May 1971 administration of the Iowa Test of Basic Skills.

Analysis of the scores for both of these predictions will be reported in future Webster Research reports.

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PROGRAMMED READING

AN EXEMPLARY PROJECT

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Part 1

INTRODUCTION

The Division of Urban Education, School District of Kansas City, Missouri, has designed and implemented an educational program to stimulate pupil growth through multi-resources, multi-levels of materials and equipment, and the talents of an involved staff. This varied program has been specifically developed to meet the needs of disadvantaged children.

To achieve academic excellence or even normal learning patterns from pupils who are severely handicapped by economic and social depression, a program must be imaginative, systematic, and flexible. The development of appropriate activities, growing directly out of the unique needs of inner-city children, should enable them to reach their full potential.

The primary objective was to effect learning which would develop attitudes within the framework of American ideals of democracy and individual achievement commensurate with innate ability. This program has provided some initial results which substantiates our original position that the real capacity to learn is equally distributed among pupils from poor families — minority group pupils — in the same manner that it is distributed among the privileged.

Inherent within this philosophy was a need to mount an in-service training program which would develop staff expectations contributing to student advancement. The staff has to believe the pupils can and will learn before they can convince the students that they are not doomed to fail. Outlets must be provided for the children to obtain recognition for individual talents which can be coordinated with instruction.

Karnes Theatre provides this outlet through art, dance, drama, and music. Instruction in art, dance, drama, and music is provided by professional staff members. Opportunity for extra-curricular student participation becomes possible through six theatre productions during the year. Pupils relate to the arts when they identify, through roles played by peers, with problems and activities often related to current classroom instruction.

A speech improvement program serves as an integral part of the Intensified Reading Program. Speech Improvement teachers coordinate their instructional activities with reading and the language arts. Paraprofessionals assist the teacher in routines to allow the teacher to spend more time in instruction. The school and community have established better lines of communications through a parent visitor program which serves as a link in the chain affecting educational change.

All these movements have been built around the highest priority, that of overcoming reading deficiencies. The reading program is the key to overcoming the debilitating environmental factors of the disadvantaged. Central to this effort is the utilization of the Sullivan Programmed Reading Series with extensive in-service training to maximize its effectiveness. Project Uplift has combined the strengths and experience of the involved schools with the special resources made available through Webster/McGraw-Hill consultants. Continuous assistance and direction is provided, on a systematic basis, through specialized reading consultants for the regular teachers.

This unique program is making inroads into making it possible for inner-city children to develop positive patterns of success, but resources are inadequate to meet the total educational needs. We have moved toward the singular goal of reading competency by giving attention to as many details as funds allow to overcome the entire array of negative circumstances which typically surround the disadvantaged. Our goal remains the fullest development of all children, according to their potential, through concentrated action. This is dependent upon equality of educational opportunity as a way of life instead of historical phraseology. Recognition of needs translated into fruitful action has begun acceleration of student learning.

Robert R. Wheeler
Area Superintendent
Division of Urban Education

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Personnel and Organization

One of the key factors contributing to the success of the Project Uplift using Sullivan Programmed Reading materials is the organization and utilization of personnel.

In the Division of Urban Education for Project Uplift a specialist in reading, certified by the State of Missouri, has been assigned to each school as the Building Reading Consultant to work with the classroom teacher. Each consultant has been a classroom teacher with five or more years of experience and has demonstrated that she can present reading instruction effectively. In schools with more than 500 pupils, two Building Reading Consultants are assigned to the school. The number of teachers and classrooms is usually divided equally between the two specialists.

Another specialist, the Speech Improvement Teacher, is assigned to work with the classroom teacher to strengthen the total language arts program and reinforce reading. She plans and coordinates her program with the Project Uplift reading program. Her objective is to help children use spoken language to communicate more effectively. This speech specialist has used a variety of techniques and approaches to improve pupils' verbal facility so that youngsters can move from the neighborhood dialect to English used in the classroom.

Instructional Services Center

In addition to special personnel, administrative-supervisory personnel located at the Instructional Services Center offer a variety of ancillary services to the teachers in the schools. The Center has a supervisor who coordinates the work of the various staff members.

There is a Coordinator of Elementary Reading and a Coordinator of Secondary Reading. The Coordinator of Elementary Reading has four General Consultants who serve as a liaison between the Instructional Services Center staff and the elementary schools. The Coordinator of Secondary Reading works with the four secondary schools and their Building Reading Consultants. A Speech Coordinator gives direction and guidance to the speech program and the Speech Improvement teachers at the elementary level.

An Audio-Visual Coordinator plans in-service training for classroom teachers on the utilization and operation of Audio-Visual software and equipment. He plans with the staff what is needed for their instructional program and prepares and processes orders to secure desired equipment within limits of their budget.

One of the most helpful components of the Center operation is the Materials Preparation Rooms. The Coordinator of Curriculum and Materials Preparation produces a number of teacher-designed instructional materials to be used with the Sullivan Programmed Reading program. Some of these materials have been developed in workshops by groups of teachers; others have been developed by individual teachers and shared; and some have been designed by members of the professional staff at the Center. The Coordinator of Curriculum and Materials Preparation has available the services of certified personnel (a Materials Developer), two aides (paraprofessionals) that were trained on the job, an artist illustrator, and all other staff members located at the Center, to assist him in supplying materials, slides, filmstrips (developed at the Center), and original skills tapes to the classroom teachers. There is a soundproof recording room and a darkroom, duplicating and mimeograph machines, laminating machines, a printing press, and a variety of other equipment for production of effective teaching aids and materials.

Groups of parents from the various schools' Parent Councils (not P.T.A.) come to the Center with their Coordinator of Parent Involvement and learn how to make and use materials found in the home to extend skills, ideas, and concepts taught in the reading program at school. Word cards coordinated with the word list from the Sullivan Programmed Reading program are used to develop games made from hosiery boxes and a "Bingo-type" game made from cereal boxes. These parents are called parent visitors, and they work in their individual neighborhoods, sharing what they have learned with other parents.

Aides (teacher aides) help teachers in all classrooms K-3 all day, and in Grades 4-7 for one-half day every day.

Jimmie Marie Thomas
Acting Director of Elementary
Instruction and Reading

Training

Prior to starting the Sullivan Program in our eleven Title I schools, a three-day pre-service workshop was held for all classroom teachers and reading teachers who would be involved in the program. Consultants from McGraw-Hill and members of the Instructional Services Reading Staff conducted the workshop.

Since the inception of the program, a Webster/McGraw-Hill Consultant has been available one week a month to give in-service training in the buildings. In addition to meeting with grade-level teachers, he demonstrates with students in their classrooms while teachers observe.

At present the Building Reading Consultant conducts in-building in-service training based on the needs of teachers and pupils. The reading staff of the Instructional Services Center assists in many of these in-service meetings as well as by visiting in the classrooms and giving help where there is a need.

The Coordinator of Elementary Reading is responsible for monthly in-service meetings for the Building Reading Consultants. Help with regard to the Sullivan Programmed Reading program is given at most of these meetings.

Stella Minturn
Coordinator of Secondary Reading

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Programmed Reading

We think the effectiveness of the Sullivan Programmed Reading Series in Title I Schools of Kansas City, Missouri, is due to the following:

Close relationship of the Webster/McGraw-Hill regional consultant who has visited, observed, demonstrated, answered questions, and made suggestions to the classroom teachers monthly.

Building Reading Consultants who tested and conferred with the classroom teachers for correct placement of pupils in the programmed readers and continued to adjust pupil placement, if necessary.

The assignment of Building Reading Consultants to teach Sullivan skills through use of supportive materials.

Building Reading Consultants and general Division of Urban Education staff consultants who explained use of materials to the teachers and demonstrated with the pupils.

Many creative ideas developed by ingenious classroom teachers and reproduced in the Materials Preparation Center for others.

Games and books for the pupils and teachers, providing a variety of methods to establish vocabulary and reading skills that were created and designed by the Materials Preparation staff to correlate with the Sullivan Programmed Reading Series.

A catalogue of independent pupil worksheets to accompany the three series (including the storybooks) made by the Division of Urban Education reading consultants.

A comparative study of Programmed Reading with Scott Foresman for placement of pupils going from a Title I school to schools not using the program and vice versa.

A check sheet which included reports on pacing, raised (higher) requirements for test scores before proceeding to next level, and mastery of sight vocabulary.

In-building conferences and workshops with aides directed by general staff consultants to make specific materials to fit the need of each classroom at teacher's request.

Dorothy E. C. Lillard
Elementary Reading Consultant

Classroom Practices

Time

Because of the wealth of introductory, supplementary, practice, and remedial exercises found in the Teacher's Manuals, planning time has been minimal. Teacher planning time is spent noting pupil needs and selecting appropriate exercises to strengthen the observed weaknesses. The teacher has the instructional secretary prepare copies of the items she needs for practice work. However, many creative, resourceful teachers make additional games and devices which put fun in learning the skills.

In all primary grades there are two reading periods daily, each one hour long. All intermediate classrooms in which Programmed Reading is taught also have reading twice a day. Third- and fourth-grade pupils who started the program three years ago and did not finish have continued in Programmed Reading in fifth or sixth grade until the twenty-one books are finished.

Special Student Help

With the initiation of Project Uplift, teacher aides were hired with the main objective being to help with reading. Aides do not give initial instruction, because only the teacher is permitted to do this by state law. The aides do such things as: Review and practice for individuals or small groups on the skills taught by the teacher, checking on mastery of vocabulary (the goal for each pupil is 100% mastery of the vocabulary of each book), checking pupils' tests and record scores, helping pupils record daily progress, listening to pupils read storybooks, checking on comprehension, and recording any word recognition errors for the teacher.

Building Reading Consultants also give special help to pupils in small groups or one-to-one tutoring when they can find time.

Examples of Approach

Project Uplift began two years ago in the Title I schools with the giving of placement tests to second-, third-, and fourth-grade pupils. Although the program was designed for primary pupils, fourth-grade pupils were included because of low reading achievement. Four Webster/McGraw-Hill consultants assisted general reading consultants and the building consultants in the placement of students. Pupils were placed in the books indicated by the test and teacher judgment. All first graders were started in the Pre-Reader, Stage I.

Pupils were assigned to flexible groups according to skill needs. In some classrooms whole-class instruction was geared to the needs of the pupils in the highest books. In other classrooms whole-class instruction was geared to those in the lowest books. Whole-class instruction has been followed by instruction on specific skills in small groups to ensure that there are no gaps in skill mastery.

Whole-class instruction is not given every day. On some days pupils are grouped and taught according to individual needs. The key to success in this decoding program is flexible grouping, and from 20 to 30 minutes of each reading period are spent on teaching decoding skills. For the remainder of the period, the pupils work independently in their readers. During this time the teacher moves from child to child listening to their reading, helping with unknown words, giving individual skill instruction, and checking tests.

Recently Programmed Reading was introduced in the primary grades of eight additional schools (fall 1970). The first and second grades were started in the Pre-Reader, first graders in Stage I and the second graders in Stage II, without being given the placement test. Teacher judgment and the type of errors made determined the placement of pupils. In some cases pupils were placed lower or higher than the placement test indicated. In some schools tests covering letter recognition and letter sounds were given third-grade pupils to facilitate grouping for skills.

Eunice B. Johnson
Elementary Reading Consultant

Karnes Theatre and Fine Arts Center

Language, whether written or spoken, is purposeless without experiences to give it meaning. Karnes Theatre and Fine Arts Center was developed as a facility through which feelings could be germinated and expressed. Inner-city children are given the opportunity for sensory perception through the arts.

The Karnes Theatre facilities are located in the Karnes elementary school. Here, a professional staff teach all theatre-connected arts in a modern well-equipped theatre and shop. Through a production-oriented curriculum, the program is designed to meet problems as dictated by the production.

The theatre is open from 8:00 a.m. to 9:00 p.m. Student involvement begins at noon. The twelve-week summer session is from 8:00 a.m. to 4:30 p.m. with evening performances. Activities at Karnes Theatre, though varied, are channeled in the following general areas:

1. Theatre Crafts course for high school credit — Credit is offered to Juniors and Seniors in high school.
2. Fine Arts program — Individualized instruction is given in art, music, drama, and dance.
3. Production company — Productions are performed at Karnes and toured.
4. Community Involvement — Participation is open to the adult public, as well as students, free of charge.
5. Consultant Services — Professional staff gives assistance to individual schools for school activities.
6. Occupational and Vocational — Training given to aspirants in theatre-connected fields.

Helen Dysart
Artistic Director

Teacher Attitude

Classroom teachers have displayed various attitudes concerning the Sullivan Programmed Reading Program since its inception. Their attitudes ranged from highly receptive, to skepticism, to resistance.

The vast majority of the teachers in Project Uplift had used the basal approach in teaching reading and were accustomed to grouping pupils according to their reading level to meet academic needs. Some teachers welcomed Project Uplift because they felt it would provide pupils with independent power in decoding and encoding the language. The greatest concern among others was how to pace individual pupils and also to teach this highly individualized program and guide individual students into attaining maximum achievement. Another major concern among first-grade teachers was introducing vowel sounds at this level.

To quell teacher anxieties and frustrations concerning teaching techniques, pacing, and the introduction of skills at a particular level, a series of workshops was planned. This was a joint effort between Webster/McGraw-Hill and the Staff of the Division of Urban Education. Webster/McGraw-Hill provided a group of consultants to demonstrate teaching techniques, pacing practices, and testing procedures during the initiation of the program and monthly consultant services for each building thereafter. Monthly in-service training was held by the Staff of the Division of Urban Education for teachers at each grade level — Grades 1, 2, and 3 — during school time. During these sessions, staff members demonstrated teaching techniques, pacing and testing procedures, various types of worksheets, and teaching devices that reinforced specific skills. They also explained the role of the teacher aide in this type of program. An Idea Swap Shop time was held during these meetings. During this period teachers shared various ideas, teaching devices, games, and skill sheets that enhanced the program in this particular classroom.

Pupil progress was instrumental in swaying opinions of teachers who disbelieved and resisted. Test scores at Grades 1, 2, and 3 revealed that pupils had shown more progress with the decoding than the basal approach. During the second year the test scores were even higher. First-grade pupils had shown tremendous progress. Both pupils and teachers were anxious for visitors as well as staff members to hear students read.

Students' confidence, success, and self-esteem seemed further to help change teacher attitudes.

Barbara T. Moten, Coordinator
Reading Laboratories

In the spring of 1969, at the end of the first year of the project, teacher opinions of the Programmed Reading were collected by Lynda Vial Griffith, Evaluation Coordinator. A complete summary of teacher responses is provided.

1969 TEACHER QUESTIONNAIRE
SULLIVAN MATERIALS

A. STATISTICAL DATA

1. School: ALL ELEMENTARY
2. Grade taught: K 8% 1 22% 2 23% 3 27% 4 20% N=65
3. Education: B.A. 56% B.A.+15 30% M.A. 14%
4. Year's taught: K.C. 8.6 Total 11.6
5. Members in your class: 28.7

6. Time spent on reading daily:	K	1	2	3	4
a. Less than 30	2			1	
b. 30 to 45	4	1	1		
c. 45 to 59			1		2
d. 60 to 74		2	4	1	2
e. 75 to 89		1	2	3	
f. 90 to 104			1	1	
g. 105 to 119		1		1	
h. 120 to 134		3	2	4	1
i more than 135		3	2	1	2

7. Number of periods:	K	1	2	3	4
a. One in a.m.	1	1	2	2	4
b. One in p.m.					
c. Two in a.m.	2				
d. Two in p.m.	2				
e. One a.m., one p.m.	3	14	9	18	11

8. Length of period:	K	1	2	3	4
a. Less than 15	3				
b. 15-29	3	2	1	1	1
c. 30-44		4	3	3	2
d. 45-60		3	4	13	9
e. More than 60		5	2	3	1

9. To what point do you work with children as a group before they are permitted to proceed independently:

	K	1	2	3	4
a. End of Programmed Prereader					
b. End of Programmed Reader Book I		4		2	
c. End of Programmed Reader Book II		10	8	7	3
d. Other (specify)		2	1	6	10
e. Not applicable, do not teach this level	7	1	3		4

10. As of May 15 indicate the number of the Programmed Reading books your most and least capable student is in:

	K	1	2	3	4
a. Most capable	4.7	11.7	10.6	16.4	18.1
b. Least capable	2.5	2.6	4.0	7.1	6.0

11. Indicate any undesirable habits which may have resulted from using Sullivan Materials

a.	9	Word calling
b.	8	Poor study habits
c.	15	Poor handwriting
d.	9	Ineffective use of time
e.	41	"Shortcutting" or cheating
f.	5	Other (specify)

12. Indicate any attitudinal changes toward reading which may have resulted from the use of Sullivan Materials:

a.	12	Independence in selection
b.	32	Interest and motivation toward reading
c.	13	Willingness to share reading experiences
d.	10	Desire to research and find out
e.	39	Likes reading success
f.	3	Other (specify)

13. Indicate those materials that the publisher should add to the present program:

a.	14	More in-service procedures
b.	14	More in-service material
c.	23	More comprehensive teachers' guides
d.	8	Non-glare vinyl overlays
e.	22	In-between-text extension units of similar materials
f.	24	Tapes for each storybook
g.	18	Storybooks to accompany Series III
h.	36	Teacher-directed skill activities on tape or transcription for individualization
i.	17	Prescribed forms and instructions for record keeping
j.	7	Other (indicate)

14. Indicate those objectives of any complete reading program which, in your opinion, are realized when using Programmed Reading as a basic program:

a.	47	Facility in word recognition (decoding word analysis)
b.	15	Facility in determining the origin of words
c.	26	Facility in literal understanding
d.	16	Facility in interpretive reading
e.	10	Facility in critical reading
f.	29	Strong positive attitudes toward reading
g.	13	Literary appreciation
h.	1	Other: (indicate)

15. Indicate those techniques and drills which you regularly use with the group, as prompted by the individual progress in the programmed texts:

a.	47	Sound-symbol preparation for a new unit
b.	40	Sound-symbol review for a unit just finished
c.	55	Vocabulary review (at least once per week)
d.	51	Word discrimination (daily)
e.	45	Word formation (at least twice per week)
f.	47	Dictation (at least twice per week)
g.	43	Group activities, such as story and picture discussion and oral reading (at least once per week)
h.	25	Review with the child the contents of each book finished
i.	44	Supplementary work for practice, homework, and for special testing
j.	3	Other: (indicate)

B PHILOSOPHY AND PROCEDURES

16 Is the alphabet posted in the classroom all the time?
Yes 63 No 1

17. Do you use the overhead projector in conjunction with the program?
Yes 33 No 27 (no response) 1

18 Do you have pupil repeat the programmed text when he does poorly on the end-of-book test?
Yes 36 No 26 (no response) 1

19. At the end of reading class is the text in which the child is working stored elsewhere in the room other than in his desk?
Yes 45 No 17

20 Do you use a separate series for the teaching of spelling?
Yes 32 No 28 (no response) 2

21 Have you found cheating or shortcutting, to be a problem of any consequence?
Yes 28 No 30 (no response) 3

22. Do boys do as well as girls in this reading series?
Yes 54 No 8 (no response) 1

23. When a pupil needs to have a within-book-test scored, do you go to his desk and score it there?
Yes 48 No 13 (no response) 2

24. Do you use most capable pupils to help in scoring of tests and assisting the slower pupils?
Yes 35 No 24 (assisting, not scoring)

25. Do you permit a child to take home overnight the programmed text he has just finished?
Yes 9 No 51

26. Do you use another phonics program to supplement Programmed Reading?
Yes 37 No 30

27. Are you able to provide sufficient opportunities for oral reading?
Yes 44 No 19

28. Have you been furnished with sufficient amounts of the materials to use the program as intended by the authors?
Yes 29 No 31

29. Is Programmed Reading effective with slower pupils?
Yes 49 No 10

30. Are your gifted, or talented children, "Bridled" or held back in any fashion while working in Programmed Reading?
Yes 16 No 44

31. Are you any better informed as to each particular child's reading strengths and weaknesses since using Programmed Reading?
Yes 46 No 15

32. Are children sufficiently motivated by the materials?
Yes 43 No 14

33. Do children really prefer the cartoon-like pictures accompanying the texts and the storybook?
Yes 46 No 9 (no response) 4

34. Can children learn to spell satisfactorily while being taught to read with Programmed Reading?
Yes 53 No 8 (no response) 1

35. Does the program insure that children's oral reading is accomplished and with expression?
Yes 21 No 36

36. The role of the teacher changes when using Programmed Reading as a basic program. Has the adjustment to this tutoring role with the individual pupil been especially difficult?
Yes 23 No 34 (no response) 1

37. Do you find a strong need to be constantly and consistently aware of each pupil's daily progress in order to know the proper time to support, direct, and evaluate him in his progress?
Yes 54 No 7

38. When the class is working in the programmed texts, do you spend all this time as a roving tutor working with individual pupils?
Yes 45 No 14 (no response) 1

39. Do you ever have pupils working in pairs?
Yes 43 No 19

40. Are you a better teacher since using Programmed Reading?
Yes 25 No 26

41. Would you prefer to consume the program — this is, write directly into the books using them only the one time?
Yes 40 No 17

C. PERSONAL OPINIONS

The following statements have been made by others such as yourself who use Programmed Reading as a basic program. Check those with which you agree.

42. 48 Children like Programmed Reading.
43. 42 Children are not as pressured or frustrated as in the conventional basal program.
44. 51 The slow learner no longer feels left out or left behind.
45. 20 Children using Programmed Reading have better attitudes toward school.
46. 14 Shortcutting, or cheating, is not a problem.
47. 29 The classroom is more relaxed.
48. 22 Seatwork is no longer needed and is practically eliminated.
49. 34 Children soon become more confident and independent.
50. 22 Since using Programmed Reading I know my pupils better.
51. 23 With Programmed Reading I have more reading class time to spend with the slower pupils.
52. 17 Lesson planning can be done in much less time.
53. 41 I am much busier during the reading blocks than when I was using a conventional program.
54. 29 Discipline problems during the reading periods are greatly reduced.
55. 24 The teachers' guides leave a lot to be desired.
56. 14 What a relief not to have to prepare all that seatwork each day, not to mention all the scoring and posting of it.
57. 33 A greater variety of storybooks would be welcome. They are wonderful.
58. 12 I have never seen such creative writing in this grade.
59. 37 Children learn to spell — and better — without even knowing it.
60. 23 The response to dictation is tremendous.
61. 6 I could never go back and teach reading the "old" way.
62. 33 The children love the storybooks. They read them time and time again.
63. 39 What to do with a child who has been absent is no longer a problem — he just continues where he left off the last day he was here.
64. 11 The children in Programmed Reading want to check out more difficult books when they go to the library.
65. 32 Any teacher can use Programmed Reading.
66. 31 Children given free rein to proceed will just amaze you in their reading tastes and capabilities.

Part II

Review of Statistical Data

Concern over the achievement of the inner-city youngster in reading ability exists nationwide. In 1968, this concern lead to action in the Division of Urban Education of Kansas City in the form of Project Uplift. One goal of Project Uplift is to increase Reading Achievement through the use of Programmed Reading, an individualized program. This program is supported by pre-service and in-service training conducted cooperatively by the school district and the publisher.

Because it is a Title 1 project, evaluation of the results was made an integral part of the original proposal. This report summarizes the achievement resulting from two years of operation of the project.

Many reasons dictated that a public report of this project be made. Not the least of these is the professional obligation that the teachers, coordinators, and administrators have to the thousands of students in similar educational settings across the nation who might profit from such an approach to reading instruction. With this obligation in mind, the story of a major reading project in Kansas City is presented.

One is never so acutely aware of the limitations of applied research as when the question is asked, "What did you do that worked?" The problems associated with operations evaluation are related to the large number of variables impinging on the student body over any period of time. Not only are there a number of variables affecting student achievement over which educators exercise no control, such as population mobility, social attitudes, and economic conditions, but also with the introduction of a new program many variables under the control of the educator are altered by the new program. This makes virtually impossible the isolation of the contribution of each factor. Such is the case in Project Uplift.

Population

The population of interest consisted of all students in grades one, two, and three of the eleven elementary schools administered by the Division of Urban Education. Students served by the Division come from the inner-city sections of Kansas City, Missouri. All students having end-of-year Reading Achievement scores were included in the analysis. Base-line data on reading achievement were avilable from the results of the 1965-66 school year. Another approach to reading instruction was used at that time.

Knowledge of the students' abilities and reading instruction experience is necessary to a discussion of the observed results. In addition to the three base-line sets of students, grades one, two, and three, 1965-66, there are six treatment groups. Scores are available for three grade levels over the two years the project has been in operation. The following table summarizes their experience with Programmed Reading materials.

Level	Year	Experience in Programmed Reading
*1st Grade	1968-69	1 year: entered at the beginning of 1st grade
*1st Grade	1969-70	2 years: entered at kindergarten level
2nd Grade	1968-69	1 year: entered at beginning of 2nd grade
*2nd Grade	1969-70	2 years: entered at the beginning of 1st grade
3rd grade	1968-69	1 year: entered at beginning of 3rd grade
3rd Grade	1969-70	2 years: entered at beginning of 2nd grade

*Note that the first formal Reading instruction for 1st grade 1968-69, 1st grade 1969-70, and 2nd grade 1969-70 was with Programmed Reading materials

Lorge-Thorndike ability scores for third-grade students of the 1969-70 school year indicate an average mean difference of about 5 IQ points, Non-Verbal mean score ($X=90.85$) over Verbal mean score ($X=85.78$). This difference is significant at 0.001 level of confidence for the 561 cases available. The discrepancy is comparable to the results for many inner-city student populations.

Teacher Experience As A Variable

Most of the teachers working with the students in the first year of the project (1968-69) had not used Programmed Reading materials before. Over 90% of the teachers stayed on the project 1969-70. Therefore the previous experience of teachers in year 1969-70 averaged almost one year.

Methodology

Student scores used in this analysis were collected by Kansas City School District as a part of their normal evaluation program. Specific analyses of the results for the Division of Urban Education students were conducted as part of the cooperative project between this Division and Webster Research of McGraw-Hill. For each class in the population, scores for all students tested were used in the analysis, because the criterion of success of the Project is achievement for all students enrolled at the time of testing. Summaries of 1966 base-line data were available from the original Title I proposal and differ from current data because two elementary schools (Carver and Humboldt) closed. Students previously attending these schools were reassigned to the eleven remaining elementary schools of the Division. Populations for each grade level are considered to be representative samples in time of all students attending from this geographically defined area and comparable for longitudinal analysis. Tests used to obtain student scores and administration times are as follows:

	Base Data	1969	1970
Grade One — Gates-MacGinitie Reading Test — Primary A, Form 1	May 1966	May 1969	May 1970
Grade Two — Gates-MacGinitie Reading Test — Primary B, Form 1	May 1966	May 1969	May 1970
Grade Three — Lorge-Thorndike Intelligence Test Form 1			January 1970
Iowa Test of Basic Skills Form 3	May 1966	April 1969	April 1970

The degree of comparability between the Gates-MacGinitie A & B and Iowa Test of Basic Skills scores is not considered in the analysis. It is acknowledged that the vocabulary and comprehension subtests of the two instruments were not designed as comparable scales. Justification for comparisons on dissimilar instruments results from their being chosen as evaluation instruments of this continuous program. Of major concern is that reported increases in mean Reading Achievement scores be actual gains and not chance fluctuations in scores. To reduce the probability of erroneously reporting chance differences (Type I error) a One in One Thousand level of confidence has been chosen. That is, in using this statistical technique, other assumptions of the test being satisfied, there is only one chance in one thousand in the long run that a reported result might not be an increase but a chance phenomenon.

Severity of a Type I error as represented by project investment dictates the assignment of a small alpha coefficient. Therefore, 0.001 is used for all tests of difference. Use of raw scores for test of differences in Gates-MacGinitie scores is based on the test author's admonition that grade scores are not equal-interval scales.

Results

First Grade

Students in first grade 1968-69 participated in the Project only during the school year 1968-69. Observed mean raw score increases of 5.76 vocabulary and 2.12 comprehension, 1968-69 data over 1965-66 base-line data are significant at the 0.001 level of confidence.

Students in first grade 1969-70 participated in the Project in both kindergarten and first grade. Observed mean raw score increases of 3.12 vocabulary and 2.06 comprehension 1969-70 over 1968-69 students are both significant at the 0.001 level of confidence. Total increases of 1969-70 over base-line data are 8.88 vocabulary and 4.18 comprehension.

TABLE 1
FIRST GRADE
t-TEST OF DIFFERENCE IN GATES-MacGINITIE FORM A SCORES REPORTED IN RAW SCORE SAME GRADE YEAR-TO-YEAR COMPARISON

VOCABULARY

	Base data 1966	1969	1970	increase	(alpha 0.001)
Means	20.82	26.58		5.76	Sig.
		26.58	29.70	3.12	Sig.
SD/N	10.06/930	11.43/903	12.75/733		

COMPREHENSION

	Base data 1966	1969	1970	increase	(alpha 0.001)
Means	13.22	15.34		2.12	Sig.
		15.34	17.40	2.06	Sig.
SD/N	4.72/922	5.75/893	6.12/727		

Second Grade

Students in the second grade 1968-69 participated in the Project only during the second grade school year 1968-69. Observed mean raw score differences of 0.7 vocabulary and 0.08 comprehension 1968-69 over base-line data are not significant at the 0.001 level of confidence.

Students in second grade 1969-70 participated in the Project in both first and second grade. The observed mean raw score differences of 6.26 and 4.42 are both significant at the 0.001 level of confidence. Total increases of 1969-70 students' scores over 1965-66 base-line data are 6.96 vocabulary and 4.50 comprehension.

TABLE 2
SECOND GRADE
t-TEST OF DIFFERENCE IN GATES-MacGINITIE FORM B SCORES REPORTED IN RAW SCORE SAME GRADE YEAR-TO-YEAR COMPARISON

VOCABULARY

	1966	1968-69	1969-70	increase	(alpha 0.001)
Mean	22.02	22.73		.71	Not Significant
		22.73	28.99	6.26	Significant
SD/N	10.26/995	10.94/842	12.04/845		

COMPREHENSION

	1966	1968-69	1969-70	increase	(alpha 0.001)
Mean	15.07	15.15		[illegible]	Not Significant
		15.15	19.57	4.42	Significant
SD/N	9.45/989	9.16/842	11.04/843		

Third Grade

Students in the third grade 1968-69 participated in the Project only during the school year 1968-69. Observed mean grade equivalence differences of 0.02 vocabulary and —0.08 reading 1968-69 over 1965-66 base-line data are not significant at the 0.001 level of confidence.

Students in third grade 1969-70 participated in the Project in both second and third grade. The observed mean grade equivalence score differences of 0.07 and 0.10 are not significant. Total increases of 1970 student scores over base-line data are 0.09 vocabulary and 0.02 reading comprehension.

TABLE 3
THIRD GRADE
t-TEST OF DIFFERENCE IN IOWA TEST OF BASIC SKILLS SCORES REPORTED IN GRADE EQUIVALENCES SAME GRADE YEAR-TO-YEAR COMPARISONS

	VOCABULARY				
	1966 (May)	1968-69 (April)	1969-70 (April)	difference	(alpha 0.001)
Mean	2.80	2.82		0.02	Not Significant
		2.82	2.89	0.07	Not Significant
SD/N	0.93/768	0.93/853	0.95/666		
		READING			
Mean	2.94	2.82		0.08	Not Significant
		2.82	2.92	0.10	Not Significant
SD/N	0.91/770	0.98/855	0.97/665		

Growth

Comprehension

Using grade equivalent scores for total tested first-grade class 1968-69 and second grade-class of 1969-70 from Gates-MacGinitie Form A and Gates-MacGinitie Form B, respectively, the average grade equivalent growth is 1.1 years. In comparing Gates-MacGinitie Form B and ITBS comprehension for total grade two 1968-69 and grade three 1969-70, respectively, the average grade equivalency growth is 0.7 years. In interpreting these results, remember the lack of comparability of the norms and items for these tests and the fact that students are not matched.

Vocabulary

Similar growth patterns of 1.1 (first grade 1969 and second grade 1970) and 0.9 (second grade 1969 and third grade 1970) were observed on vocabulary scores.

TABLE 4
CLASS GROWTH 1969 TO 1970
IN MEAN GRADE EQUIVALENCE SCORES

READING COMPREHENSION

First Grade 1968-69 to	Second Grade 1969-70	Increase in Years
1.6 N=893	2.7 N=845	1.1
Second Grade 1968-69 to	Third Grade 1969-70	
2.2 N=842	2.9 N=665	0.7
VOCABULARY		
First Grade 1968-69 to	Second Grade 1969-70	
1.6 N=903	2.7 N=843	1.1
Second Grade 1968-69 to	Third Grade 1969-70	
2.0 N=842	2.9 N=665	0.9

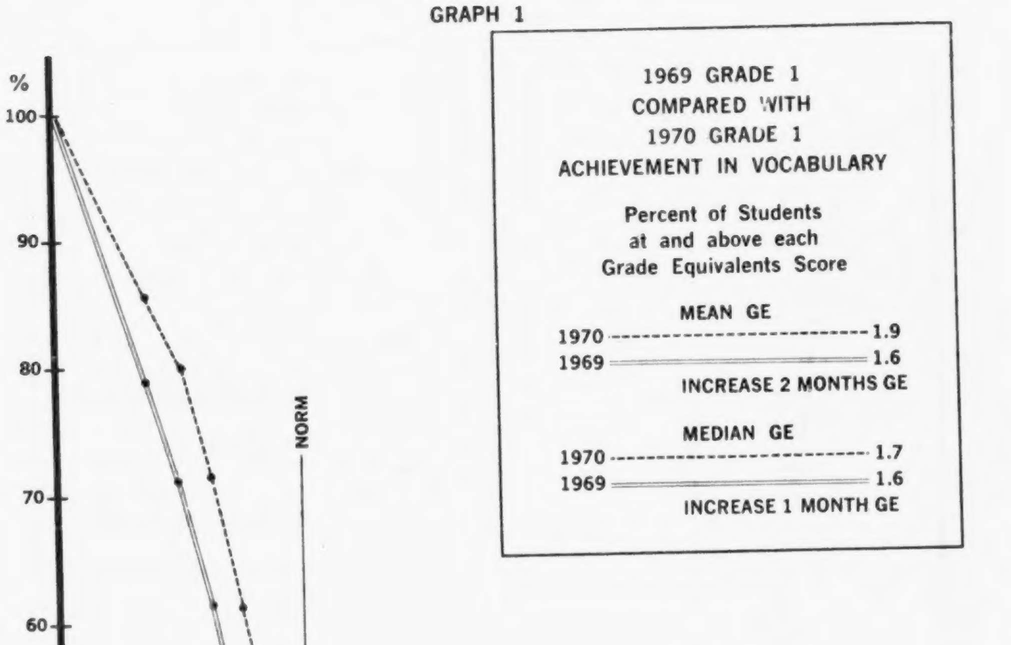
Graphs

Graphs 1-6 are included to provide information concerning the source of the increase in class scores at various points within each class distribution. The question being answered is, "Do students at a given point in these class distributions (low, middle, or high) seem to be profiting more from the particular approach to teaching reading than others?" From the uniformity of the separation of the 1969-70 results from the 1968-69 results shown in Graphs 1-6, one would conclude that each point on the distribution of scores has increased and that no particular benefit has accrued to any such subset of the students. In Graphs 3 and 4, small numbers of students may account for the inversion of the curves in each of the cases in which less than 5% of the students are involved.

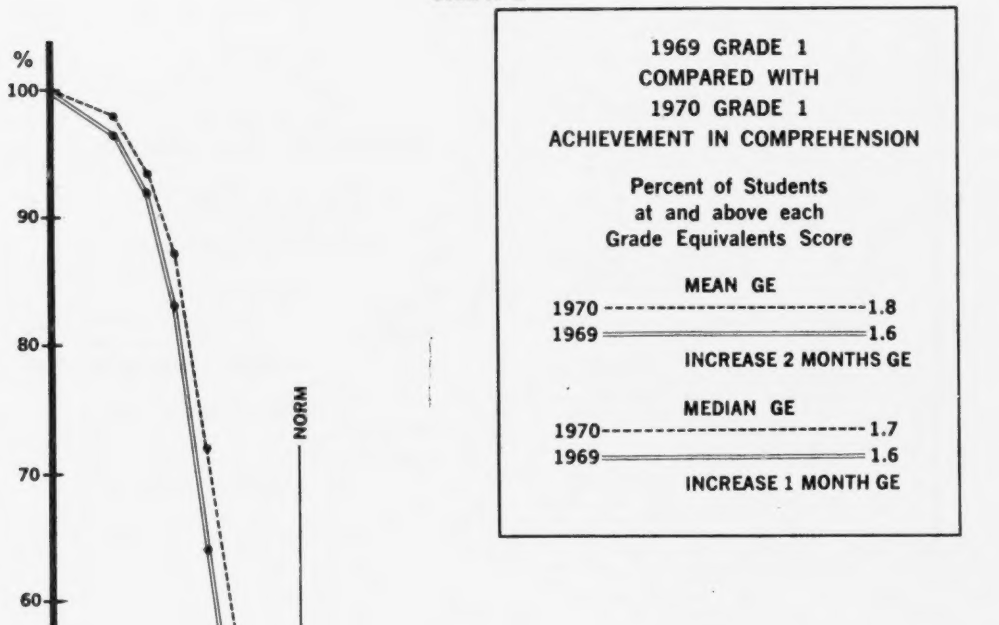
Graphs 3 and 4 represent classes that differ by student experiences in starting in Project, Grade 2 (1968-69) vs. students starting in the Project at Grade 1 (1969-70).

Graphs 5 and 6 represent classes that differ by student experiences in starting in Project, Grade 3 (1968-69) vs. students starting in the Project at Grade 2 (1969-70). The expected number of students at grade level is 16%. This value is computed from Lorge-Thorndike verbal scores of the third-grade population and conversion tables provided by the publisher of the test in technical manuals. Roughly 16% of the third-grade population have Lorge-Thorndike Verbal scores average or above (100). By using this value, the observed percentage of students at or above grade norm for the reported population may be put in the context of expected achievement provided by the test publishers. Examples are: 42% vocabulary, 31% comprehension for the first grade 1969-70; 35% vocabulary, 31% comprehension for second grade 1969-70. As previously noted, 16% of the third-grade population is at or above grade equivalent norm for third grade.

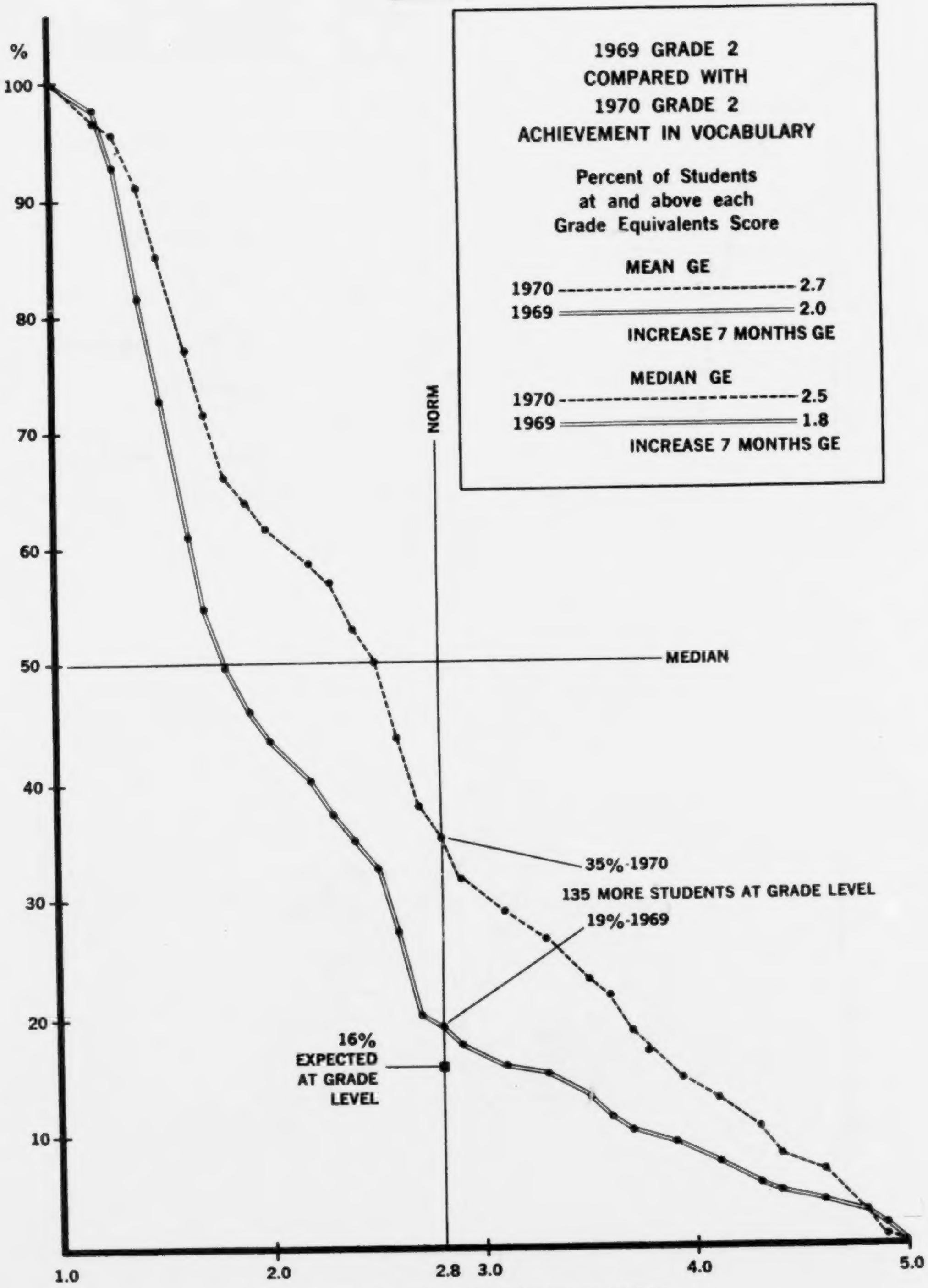
GRAPH 1


1969 GRADE 1
COMPARED WITH
1970 GRADE 1
ACHIEVEMENT IN VOCABULARY
Percent of Students
at and above each
Grade Equivalents Score
MEAN GE
1970 1.9
1969 1.6
INCREASE 2 MONTHS GE
MEDIAN GE
1970 1.7
1969 1.6
INCREASE 1 MONTH GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
42%-1970
51 MORE STUDENTS AT GRADE LEVEL
35%-1969
16%
EXPECTED
AT GRADE
LEVEL
1.0
1.5
1.8
2.0
2.5
3.0
3.5
4.0
GATES-MacGINITIE FORM A GRADE SCORE

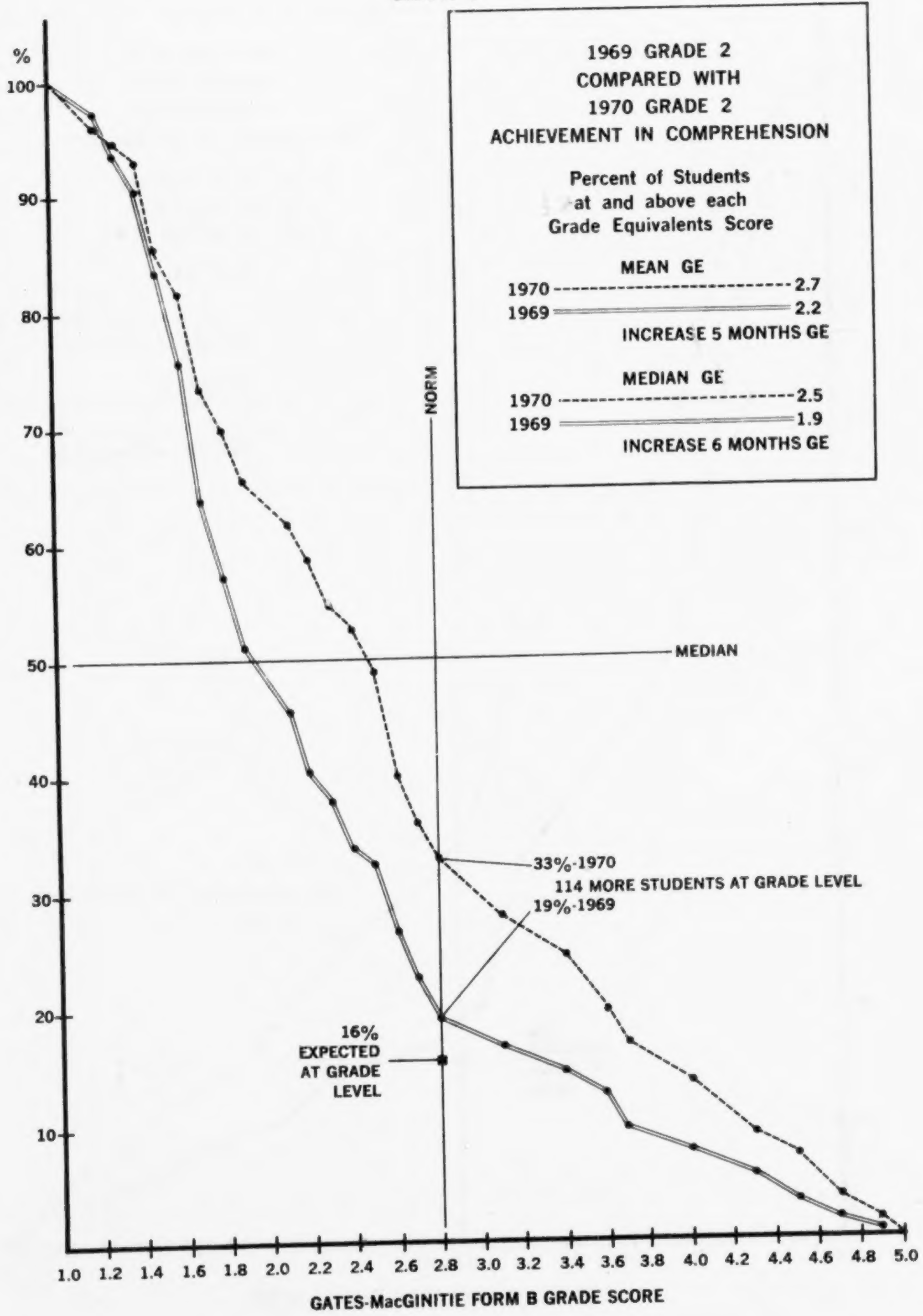
GRAPH 2


1969 GRADE 1
COMPARED WITH
1970 GRADE 1
ACHIEVEMENT IN COMPREHENSION
Percent of Students
at and above each
Grade Equivalents Score
MEAN GE
1970 ---------------------------1.8
1969 ===========================1.6
INCREASE 2 MONTHS GE
MEDIAN GE
1970 ---------------------------1.7
1969 ===========================1.6
INCREASE 1 MONTH GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
31%-1970
36 MORE STUDENTS AT GRADE LEVEL
25%-1969
16%
EXPECTED
AT GRADE
LEVEL
1.0
1.5
1.8
2.0
2.5
3.0
3.5
4.0
GATES-MacGINITIE FORM A GRADE SCORE

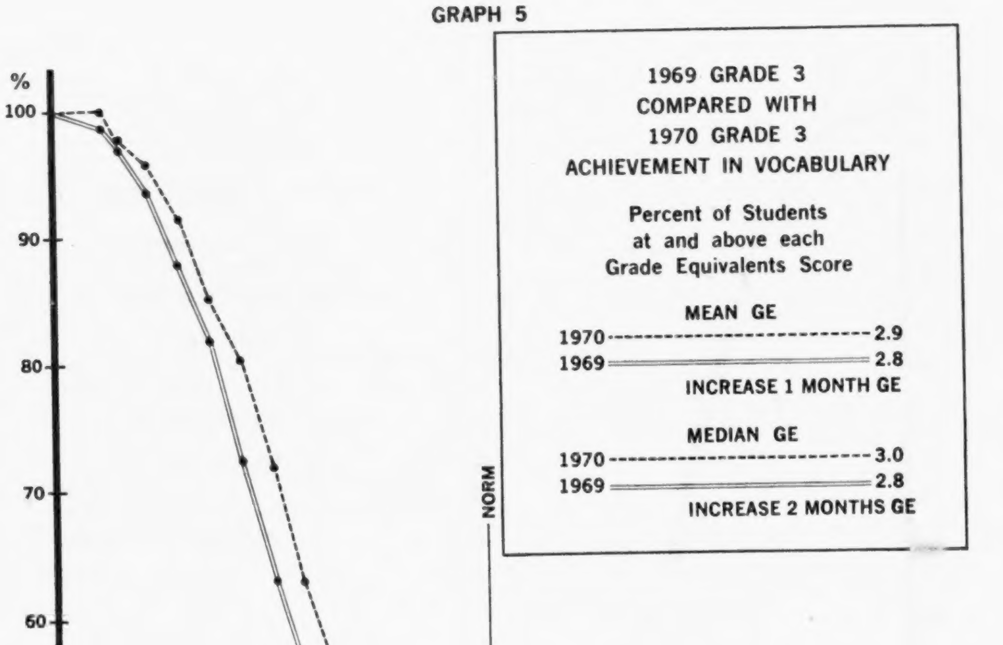
GRAPH 3


1969 GRADE 2
COMPARED WITH
1970 GRADE 2
ACHIEVEMENT IN VOCABULARY
Percent of Students
at and above each
Grade Equivalents Score
MEAN GE
1970 2.7
1969 2.0
INCREASE 7 MONTHS GE
MEDIAN GE
1970 2.5
1969 1.8
INCREASE 7 MONTHS GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
35%-1970
135 MORE STUDENTS AT GRADE LEVEL
19%-1969
16%
EXPECTED
AT GRADE
LEVEL
1.0
2.0
2.8
3.0
4.0
5.0
GATES-MacGINITIE FORM B GRADE SCORE

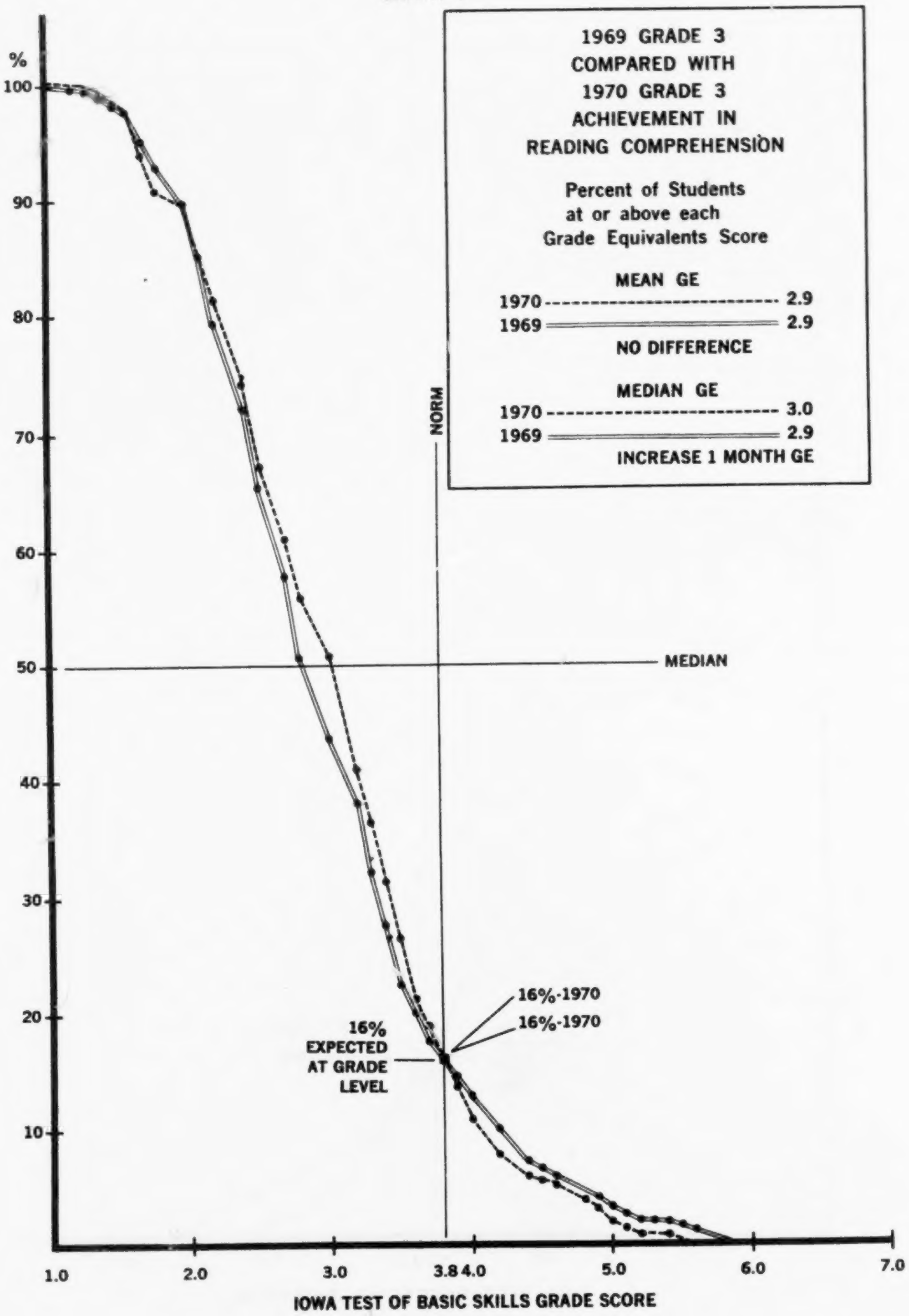
GRAPH 4


1969 GRADE 2
COMPARED WITH
1970 GRADE 2
ACHIEVEMENT IN COMPREHENSION
Percent of Students
at and above each
Grade Equivalents Score
MEAN GE
1970 2.7
1969 2.2
INCREASE 5 MONTHS GE
MEDIAN GE
1970 2.5
1969 1.9
INCREASE 6 MONTHS GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
33%-1970
114 MORE STUDENTS AT GRADE LEVEL
19%-1969
16%
EXPECTED
AT GRADE
LEVEL
1.0
1.2
1.4
1.6
1.8
2.0
2.2
2.4
2.6
2.8
3.0
3.2
3.4
3.6
3.8
4.0
4.2
4.4
4.6
4.8
5.0
GATES-MacGINITIE FORM B GRADE SCORE

GRAPH 5


1969 GRADE 3
COMPARED WITH
1970 GRADE 3
ACHIEVEMENT IN VOCABULARY
Percent of Students
at and above each
Grade Equivalents Score
MEAN GE
1970 2.9
1969 2.8
INCREASE 1 MONTH GE
MEDIAN GE
1970 3.0
1969 2.8
INCREASE 2 MONTHS GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
16% EXPECTED AT GRADE LEVEL
16%-1970
15%-1969
1.0
2.0
3.0
3.8 4.0
5.0
6.0
7.0
IOWA TEST OF BASIC SKILLS GRADE SCORE

GRAPH 6


1969 GRADE 3
COMPARED WITH
1970 GRADE 3
ACHIEVEMENT IN
READING COMPREHENSION
Percent of Students
at or above each
Grade Equivalents Score
MEAN GE
1970 ---------- 2.9
1969 ══════════ 2.9
NO DIFFERENCE
MEDIAN GE
1970 ---------- 3.0
1969 ══════════ 2.9
INCREASE 1 MONTH GE
%
100
90
80
70
60
50
40
30
20
10
NORM
MEDIAN
16% EXPECTED AT GRADE LEVEL
16%-1970
16%-1970
1.0
2.0
3.0
3.8 4.0
5.0
6.0
7.0
IOWA TEST OF BASIC SKILLS GRADE SCORE

Discussion and Conclusions

There is little question that the introduction of Project Uplift has improved reading achievement scores for students in these schools. The Project activities have been of maximum value for groups starting in the program no later than first grade.

Some concerns: It may be that the inner-city school population has undergone a dramatic shift in character in a single year. The third-grade students drawn from the same population do not reflect this, however. More information will be available with the administration of the Lorge-Thorndike test to the 1969-70 second-grade population in spring 1971. The correlation 0.71 between Lorge-Thorndike Verbal Battery and Iowa Test of Basic Skills Vocabulary and 0.68 between Lorge-Thorndike Verbal and Iowa Test of Basic Skills Reading Comprehension reported at the third-grade level would indicate a correlation between the verbal-nonverbal discrepancy reduction and Project Uplift.

Perhaps there are unique portions in the Gates-MacGinitie test that are not a part of the Iowa Test of Basic Skills, but should prior growth record be maintained for another year, one would predict third-grade ITBS results of 3.4 Vocabulary and 3.4 Comprehension in 1971. Such results seem unreasonably high in light of other data available on Programmed Reading projects. An increase of 2 months in Mean Grade Equivalence for both Vocabulary and Reading Comprehension to 3.1 would represent a significant increase in scores and seems reasonable. A follow-up report on the students in Project Uplift will be available in fall 1971.

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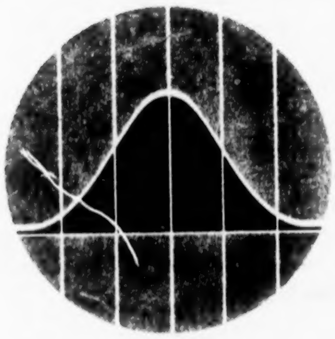

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FROM DR. RUTH LOVE HOLLOWAY

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE,
OFFICE OF EDUCATION,
Washington, D.C., August 9, 1971.

Hon. WALTER F. MONDALE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONDALE: May I take this opportunity to express my appreciation to you for the invitation to provide testimony before the Select Committee on Equal Educational Opportunity.

As indicated in my testimony, we have found that compensatory education has in fact, had a great deal of impact on regular education. In my new capacity as Director of the Right to Read Program, I shall endeavor to capitalize upon some of the positive aspects of compensatory education, as well as profit from the errors made in Federal programs. We would be pleased with any assistance you can give us in the Right to Read Effort.

Thank you again for your interest. I am providing more detailing information relative to reading difficulties, socio-economic, and ethnic groups, as found in the Harris Survey.

Sincerely yours,

RUTH LOVE HOLLOWAY,
Director, Right to Read Program.

[From the Congressional Record, Nov. 18, 1970]

HOW MANY AMERICANS READ WELL ENOUGH TO SURVIVE?

Hon. MARGARET M. HECKLER,
House of Representatives,
November 18, 1970

Mrs. HECKLER of Massachusetts. Mr. Speaker, a recently completed study has revealed a grim fact of American life: One out of every eight adult Americans may have great difficulty in obtaining Government medicaid or public assistance, a bank loan, or even a social security number—simply because he cannot read well enough to fill out the application form. This is a shocking revelation for a Nation which prides itself in making quality education available to the greatest possible number of its citizens.

In the words of Walter W. Straley, chairman of the new National Reading Council, which commisioned the special study:

> The study shows that as many as 18.5 million Americans—or 13 percent of the U.S. population 16 years and older—lack the reading ability necesary for survival in the United States today.

I believe that the findings of this significant study, called the "Survival Literacy Study," should be of concern to every American. I am pleased to insert it in the RECORD. The study was conducted for the National Reading Council by Louis Harris and Associates, Inc.

This study may be the first to attempt to measure reading ability as a survival technique rather than as an academic pursuit. It is especially disturbing to consider how very many Americans may be deprived of necessary services because they lack reading ability. In presenting the results of the 6-week study at the inaugural meeting of the National Reading Council on September 10, 1970, in Washington, Mr. Harris said that 1,685 persons were interviewed. They were chosen to represent a cross section of the overall population. Those interviewed were asked to fill out five common application forms, with this result:

> Thirty-four percent had trouble reading a simplified medicaid application form; 8 percent could not complete a typical driver's license form; 7 percent were unable to handle an application for a social security number and 3-percent failed to fill out a public assistance form.

The "Survival Literacy Study" evaluates literacy levels according to factors including regional differences, rural-urban differences, age, race, income, and education. I found it particularly disheartening—which this conclusion could be anticipated—to note that "the old and the poor each have serious reading problems," as the Harris study states, "but the elderly poor must struggle most for 'survival.'"

I think that Mr. Harris, appearing before the council, summarized very expressively the purpose for which the study was undertaken:

> We want to find out how a person's behavior—his whole life-style—is affected by reading trouble; what mainstream experiences he misses because of it.

In an effort to combat illiteracy and to develop a national reading program, the National Reading Council was appointed by President Nixon on July 31, 1970. It is operating with a first-year budget of $1.5. Its members include prominent representatives of the fields of education, business, labor, entertainment, communications, science, and government. Its chairman, Mr. Stanley, is vice president in charge of environmental affairs of the American Telephone & Telegraph Co.

The council recently established a National Reading Center in Washington, under the direction of Dr. Donald G. Emery, superintendent of schools of Scarsdale, N.Y., to serve as its working and research arm and, as Mr. Straley emphasized, as "a center of innovation."

Innovation will be vital if the Nation is to meet the challenge to curb illiteracy. I commend the National Reading Council for the initial effort to define the dimensions of the problem which confronts us.

The full text of this important document, the "Survival Literacy Study," September, 1970, follows:

SURVIVAL LITERACY STUDY

(Conducted for the National Reading Council by Louis Harris and Associates, Inc.)

PURPOSE OF THE STUDY

On July 31, 1970, President Nixon announced the appointment of 40 men and and women (including businessmen, teachers, Congressmen, civic leaders and entertainers) to serve on the National Reading Council, a supervisory board to a new national reading program. The Council's most immediate and urgent task was to measure the extent of reading deficiencies in the United States. To undertake this task, the National Council commissioned Louis Harris and Associates, Inc. This study, a ground-breaker in its attempt to measure scientifically the literacy rate among all sectors of the United States population, was to be completed in time for the Council's first annual meeting in Washington, D.C., on September 10th.

From its inception, the study was planned to measure the "survival" literacy rate in the United States. It would determine the percentage of Americans lacking the functional or practical reading skills necessary to "survive" in this country. How many Americans were prevented by reading deficiencies, we asked ourselves, from filling out application forms for such common needs as a Social Security number, a personal bank loan, Public Assistance, Medicaid, a driver's license? Fundamentally, this is a study of functional rather than by-rote literacy.

The purpose of this study was to measure reading ability and *not* application forms. In order to avoid a defensive reaction on the part of the respondent, however, he was told, "we are doing a survey on the subject of different application forms people have to fill out. It seems these days that nearly everyone has to fill out application forms for many of the things they do."

Included in the questionnaire were five application forms similar to the ones mentioned above. The five forms were selected both on the basis of their common utility and frequent appearance in the lives of many Americans and according to the degree of difficulty of the reading material included in each. The forms were, however, simplified significantly to assure that the study evaluated reading ability and not the lay-out of the form itself.

Each respondent was presented the five forms in the same order. The interviewer was instructed under no conditions to read to the respondent any information printed on the forms. If the respondent was unable to *write* because of physical handicap or problems with penmanship, the interviewer was then instructed to write in the answers provided by the respondent. The study did not seek to measure writing ability, only reading. If the respondent was un-willing to supply any information requested on the form, he was instructed on the bottom of each application to draw a line through the space provided. These were counted as correct answers, since the respondent's ability to read and follow the instructions indicated his literacy. The respondents were also assured that these forms were unofficial and to be used only for purposes of public opinion research.

Interviewing on the study took place between August 17th and 24th, 1970.

SCORING METHODS

Performance on each individual application form and overall performance on the five forms together were measured according to a simple percentile scoring system. The Harris firm first counted the number of correct answers and compared them to the number of possible answers on each form. On Form I (Identification Form), for example, 15 answers were required and should have been supplied by the literate respondent. Fifteen, therefore, was used as a base for scoring purposes. If only three appropriate answers were supplied, the raw score was 3/15.

The base for each of four of the five forms varied according to the nature of the questions asked. Some questions were to be answered only by those respondents who had answered the previously question negatively. (For example, one form asked: "Are you able to work now?——. If unable to work now, why are you not able to work now? ———.") In cases where the respondent correctly skipped a question, the scoring base was reduced.

In tabulating the scores recorded by the coding department, our computer operators followed the percentile reference code shown below:

Percentage correct:	*Punch*
0	1
1 to 9	2
10 to 19	3
20 to 29	4
30 to 39	5
40 to 49	6
50 to 59	7
60 to 69	8
70 to 79	9
80 to 89	0
90 to 100	x
Refusals	v

If on Form I with a base of 15 possible answers, for example, the respondent supplied only three correct answers (20% correct), this score was recorded in Punch 4 of the computer column. Refusals to fill out an individual form also were recorded. After scoring each form separately, the computer arrived at an overall percentile score for each respondent.

"RANGE OF ILLITERACY"

Respondents who completed correctly 90–100% of the five forms averaged together are considered fully literate for the purposes of this study. Incorrect answers up to ten percent are overlooked in the scoring and attributed to carelessness, difficulty of the form structure and content, but not to reading deficiencies.

The basic approach in analyzing this study has been to order people on a continuum which reflects four types of "literacy groups":

1. "*Low Survival Threshold*"—Respondents who averaged more than 30% incorrect, that is, less than 70% correct on all five forms. The survival probability of this group must be assumed to be low. Relatively, they are therefore considered functionally illiterate in modern American society. Despite the fact that these respondents may show anywhere up to 70% correct answers, they are still considered relatively illiterate. This pattern was followed in order to include in the functionally illiterate group those Americans who might recognize certain familiar words (i.e., "age", "name", "address"), but have serious reading and comprehension problems.

2. "*Questionable Survival Threshold*"—Respondents who average more than 20% incorrect answers, that is, less than 80% correct answers. Since the

groups are figured cumulatively, this group includes respondents in the more-than-30% group also. Members of this literacy group filled out the forms with considerable difficulty and belong therefore in a questionable survival group.

3. "*Marginal Survival Threshold*"—Respondents who answer more than ten percent incorrect answers, that is, any number of correct answers below 90%. Generally, this group lacks total survival reading ability and includes members of the above two groups.

4. "*Likely Survival Threshold*"—Respondents who answer less than ten percent incorrect answers, that is, between 90–100% correct answers. This group is considered functionally literate.

The term "range of illiteracy" will appear throughout the report. It refers to the range between the "Low Survival" and "Marginal Survival" groups. This range includes members of groups 1, 2, and 3 above.

I

Chart I lists the application forms in the order of difficulty indicated by the results of the survey. Form IV (Application for Public Assistance) proves overall the easiest to read: only three percent of the people answered incorrectly more than ten percent of the form. Form V (Application for Medicaid) proved most difficult: nine percent of the people read incorrectly more than 30% of the form and 34% read incorrectly more than ten percent. The average range of illiteracy was from three percent (the percentage of people who averaged more than 30% incorrect) to 13% (the percentage who averaged more than ten percent incorrect). Converted into population, this represents a range of 4.3 million to 18.5 million. A total of 4.3 million Americans fall into the "Low Survival Threshold" group, 7.1 million into the "Questionable Survival Threshold" group, and 18.5 million into the "Marginal Survival Threshold" group.

The results of the study show, therefore, that, due to reading deficiencies, three percent of all Americans had difficulty filling out an application for Public Assistance, seven percent had difficulty completing a simple identification form (the equivalent of an application for a Social Security number), eight percent had trouble with an application for a drivers license, 11% with an application for a personal bank loan, and 34% with an application for Medicaid.

CHART I

[In percent]

	More than 30 percent incorrect	More than 20 percent incorrect	More than 10 percent incorrect
Total:			
Form IV	(1)	1	3
Form I	1	2	7
Form III	1	3	8
Form II	2	4	11
Form V	9	17	34
Average	3	5	13
Projected to population (in millions)	4.3	7.1	13.5

[1] Less than 0.5 percent.

II

Charts II, III, IV and V break down the results of the study into the four locations where respondents live: Rural Areas, Cities, Towns and Suburbs. The average range of functional illiteracy for rural inhabitants (see Chart II) was 4–16%; that is, four percent of the rural population interviewed missed more than 30% of the answers, seven percent missed more than 20% of the answers, and 16% missed more than ten percent.

III

City dwellers had similar difficulty in filling out the forms. Their average range of functional illiteracy (see Chart III) was 4–13%; that is, four percent of the city population interviewed missed more than 30% of the answers, six percent missed more than 20%, and 13% missed more than ten percent.

IV

Fewer people who live in small towns and cities had difficulty reading the forms. Only an average of two percent read incorrectly more than 30% of the forms, a total of five percent failed on more than 20%, and 12% left more than ten percent unanswered.

V

Suburban residents filled out the forms most easily of these four groups. Their average range of functional illiteracy was a low 2–9%. Only Form V (Application for Medicaid) was difficult for some suburban residents: on this form six percent missed more than 30% of the answers, 11% missed more than 20%, and 28% missed more than ten percent.

CHART II–V

[In percent]

	More than 30 percent incorrect	More than 20 percent incorrect	More than 10 percent incorrect
Rural:			
Form I	1	2	9
Form II	1	9	12
Form III	2	4	11
Form IV	2	3	4
Form V	13	25	42
Average	4	7	16
Cities:			
Form I	1	3	9
Form II	4	6	13
Form III	2	5	9
Form IV	1	1	3
Form V	10	17	32
Average	4	5	13
Towns:			
Form I	1	1	5
Form II	1	3	12
Form III	1	3	7
Form IV	2	2	3
Form V	7	15	33
Average	2	5	12
Suburbs:			
Form I		(1)	2
Form II	2	3	6
Form III	1	2	7
Form IV	(1)	(1)	3
Form V	6	11	28
Average	2	3	9

[1] Less than 0.5 percent.

Note: Forms ranked according to difficulty with least difficult from first.

VI

The results of the study also were looked at in terms of regional areas: the South, the East, the Midwest and the West. The South had the highest average range of functional illiteracy—a range of 4–15%. Four percent answered incorrectly more than 30% of all forms averaged together; seven percent answered incorrectly more than 20% and 15% answered incorrectly more than ten percent.

VII

Among the regional groups, the East had the second highest range of functional illiteracy. Four percent of all Easterners interviewed missed more than 30% of the answers, six percent missed more than 20% and 14% missed more than ten percent.

VIII

The functional illiteracy rate of Midwesterners ranged from 3 to 13%. These figures suggest that the Midwest has an average illiteracy rate only slightly higher than that of the East and the South.

IX

People in the West tend to have fewer reading deficiencies than inhabitants of the other three regions, the study showed. A small average of one percent of all westerners interviewed answered incorrectly more than 30% of the five forms. Four percent missed more than 20% and ten percent missed more than ten percent.

CHART VI–IX

[In percent]

	More than 30 percent incorrect	More than 20 percent incorrect	More than 10 percent incorrect
South:			
Form I	2	4	9
Form II	3	5	15
Form III	2	5	10
Form IV	2	2	3
Form V	11	21	37
Average	4	7	15
East:			
Form I	2	3	7
Form II	3	5	12
Form III	3	5	11
Form IV	1	2	5
Form V	10	16	34
Average	4	6	14
Midwest:			
Form I	1	2	7
Form II	3	5	10
Form III	2	4	9
Form IV	1	1	3
Form V	9	17	34
Average	3	6	13
West:			
Form I	(1)	1	5
Form II	1	3	9
Form III	(1)	1	5
Form IV	(1)	(1)	2
Form V	5	14	28
Average	1	4	10

[1] Less than 0.5 percent.

Note: Forms ranked according to difficulty with least difficult form first.

X

Chart X illustrates that practical literacy decreases in direct proportion to income in the United States. A large five percent of the people with an annual income under $5,000 missed over 30% of the answers, compared to only two percent with an income from $5,000 to $9,999, two percent with an income of $10,000 to $14,999, and a small one percent with an income of $15,000 or more. While nine percent of those earning under $5,000 missed 20% or more, only three percent of those earning $15,000 or more missed the same number of answers. Likewise, 18% of those earning under $5,000 missed more than ten percent, compared to seven percent who earn $15,000 or more.

For the income group under $5,000, the range of illiteracy was 5–18%, compared to 2–13% for the $5,000–$9,000 group, 2–10% for the $10,000–$14,999 group, and 1–7% for the $15,000-and-over group.

CHART X.—INCOME

[In percent]

	More than 30 percent incorrect				More than 20 percent incorrect				More than 10 percent incorrect			
	Under $5,000	$5,000 to $9,999	$10,000 to $14,999	$15,000 and over	Under $5,000	$5,000 to $9,999	$10,000 to $14,999	$15,000 and over	Under $5,000	$5,000 to $9,999	$10,000 to $14,999	$15,000 and over
Form I	2	1			4	3	1		12	8	3	2
Form II	4	2	1	1	8	4	2	1	19	13	5	3
Form III	2	(1)	1	1	6	2	3	2	13	7	9	3
Form IV	3	(1)	(1)		3	1	(1)	1	6	3	1	3
Form V	16	9	7	5	25	17	14	10	40	35	30	24
Average	5	2	2	1	9	5	4	3	18	13	10	7

[1] Less than 0.5 percent.

XI

When reading deficiencies were correlated with race, the study revealed some striking figures. While the range of illiteracy for white respondents was a low 2–12%, the range for black respondents was a high 8–22%. Only two percent of all whites missed more than 30% of the answers, compared to eight percent of the blacks. While only five percent of the whites missed more than 20%, 13% of the blacks missed the same number. While only 12% of all whites answered incorrectly more than ten percent of the forms, a high 22% of all blacks interviewed answered incorrectly the same number.

CHART XI.—RACE

[In percent]

	More than 30 percent incorrect		More than 20 percent incorrect		More than 10 percent incorrect	
	White	Black	White	Black	White	Black
Form I	1	3	2	6	6	15
Form II	2	6	3	11	10	21
Form III	(1)	4	2	9	7	18
Form IV	1	4	1	5	3	8
Form V	8	23	16	32	32	50
Average	2	8	5	13	12	22

[1] Less than 0.5 percent.

XII

In comparing race with literacy the study focused particularly on one limited sector of both racial groups—those respondents earning less than $5,000 annually. Even among members of this low income group, the illiteracy range of non-whites* (8–25%) was much higher than that of whites (4–16%). While only four percent of whites in this income group missed more than 30% of the answers, eight percent of non-whites missed the same amount.

---

*Non-white here includes blacks (Negroes), orientals, Puerto Ricans, and Mexican Americans.

While only seven percent of whites in this group answered incorrectly more than 20%, 14% of non-whites answered incorrectly the same number. Finally, while 16% of whites here missed more than ten percent, an enormous 25% of all non-whites earning less than $5,000 a year missed more than ten percent of the answers on the forms.

CHART XII.—INCOME UNDER $5,000 BY RACE

[In percent]

	More than 30 percent incorrect		More than 20 percent incorrect		More than 10 percent incorrect	
	White	Nonwhite	White	Nonwhite	White	Nonwhite
Form I	1	3	2	7	10	18
Form II	4	6	7	13	18	23
Form III	2	4	5	11	10	22
Form IV	2	6	2	6	5	9
Form V	12	21	21	31	35	52
Average	4	8	7	14	16	25

XIII

For the purpose of this study, the U.S. population was divided into four age groups: people 16–24 years old, 25–29 years, 30–49 years and 50 and over years of age. The youngest group proved to be the most literate; their illiteracy range was a low 1–9%. The oldest (50 and over) group proved most deficient in reading ability, with an illiteracy range of 5–7%. Both the 25–29 year olds and the 30–49 year olds had an identical illiteracy range of 2–11%.

While only one percent of the youngest group missed over 30% of the answers on all forms averaged together, two percent of the 25–49 year olds missed over 30%, and five percent of the 50 plus group missed the same number. While only four percent of the under-25 year olds averaged more than 20% incorrect, five percent of the 25–49 year olds and eight of the 50 and over group missed more than 20%. Only nine percent of the 16–24 year olds answered incorrectly more than ten percent of the forms, while 11% of the 25–49 group and a large 17% of those 50 and over answered incorrectly more than ten percent.

CHART XIII.—AGE

[In percent]

	More than 30 percent incorrect				More than 20 percent incorrect				More than 10 percent incorrect			
	16 to 24	25 to 29	30 to 49	50 and over	16 to 24	25 to 29	30 to 49	50 and over	16 to 24	25 to 29	30 to 49	50 and over
Form I	(1)	1	(1)	2	1	2	1	4	3	5	5	12
Form II	1	1	2	4	2	4	3	7	5	9	9	19
Form III	(1)	1	1	1	2	3	4	4	9	7	8	9
Form IV			(1)	2	1	2	(1)	2	2	5	2	4
Form V	6	9	8	15	12	14	16	25	27	29	33	43
Average	1	2	2	5	4	5	5	8	9	11	11	17

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[1] Less than 0.5 percent.

XIV

In comparing age with literacy, the study focused particularly on a limited sector of all age groups—those with an income of less than $5,000 annually. For this low income group, the illiteracy range for all age groups is noticeably higher than the range for age groups regardless of income. The illiteracy range for people under 30 years under $5,000 is 2–13% (compared to a 2–10% range for all income groups together). The range for 30–49-year olds and older under $5,000 is 4–16 (compared to the 2–11% range for all income groups). The range for 50 year olds and older earning less than $5,000 is 7–21% (compared to the 5–17% range for all income groups in that age category). The old and the poor each have serious reading problems, but the elderly poor must struggle most for "survival".

CHART XIV.—INCOME UNDER $5,000 BY AGE

[In percent]

	More than 30 percent incorrect			More than 20 percent incorrect			More than 10 percent incorrect		
	Under 30	30 to 49	50 and over	Under 30	30 to 49	50 and over	Under 30	30 to 49	50 and over
Form I	1		2	4	4	3	8	12	13
Form II	1	3	7	5	5	11	12	17	24
Form III		4	4	4	7	8	13	10	15
Form IV			5			5	4	3	8
Form V	7	12	19	13	20	30	28	36	45
Average	2	4	7	5	7	11	13	16	21

XV

In their fight for equality, women have managed to surpass men slightly in reading ability. While only two percent of all women interviewed missed more than 30% of the answers, three percent of the men missed the same number. Only five percent of the women compared to six percent of the men incorrectly answered more than 20% of the forms. Only 11% of the women missed more than ten percent of the answers, while a larger 14% of the men missed the same number. Thus, the illiteracy range for the men were three to 14%, compared to a lower two to 11% for the women.

CHART XV.—SEX

[In percent]

	More than 30 percent incorrect		More than 20 percent incorrect		More than 10 percent incorrect	
	Men	Women	Men	Women	Men	Women
Form I	1	(1)	3	1	10	4
Form II	2	1	4	2	12	9
Form III	1	1	4	3	9	8
Form IV	1	1	1	2	4	3
Form V	9	9	18	17	36	33
Average	3	2	6	5	14	11

Less than 0.5 percent.

XVI

Americans born outside the United States have assimilated relatively well into the literate population of this country. Their illiteracy range is only seven to 16%, compared with the three to 13% range among the total population. Seven percent of these immigrants (compared to three percent of all Americans) missed more than 30% of the answers. Nine percent missed more than 20% (compared to five percent of all Americans). Finally, 16% missed more than ten percent of all answers (compared to 13% of all Americans).

CHART XVI.—BORN OUTSIDE OF UNITED STATES

[In percent]

	More than 30 percent incorrect		More than 20 percent incorrect		More than 10 percent incorrect	
	Respondents born outside of United States	Total respondents	Respondents born outside of United States	Total respondents	Respondents born outside of United States	Total respondents
Form I	3	1	5	2	9	7
Form II	8	2	9	4	19	11
Form III	5	1	6	3	10	8
Form IV	5	*	5	1	5	3
Form V	13	9	19	17	37	34
Average	7	3	9	5	16	13

XVII

The final dimension was educational background. Not surprisingly, reading ability increased in direct proportion to years of education. The illiteracy range of people who completed eighth grade or less was seven to 23%, compared to a two to 12% range for those who completed some high school, and a one to eight percent range for people with some college education. It is striking, however, that 26% of the people with some college education missed more than ten percent of Form V. These figures suggest that the practical reading ability needed to complete the forms essential for "survival" may differ somewhat from the achievement-oriented or theoretical reading skills stressed in many of our schools and colleges.

CHART XVII.—EDUCATION

[In percent]

	More than 30 percent incorrect			More than 20 percent incorrect			More than 10 percent incorrect		
	8th grade or less	High school	College	8th grade or less	High school	College	8th grade or less	High school	College
Form I	2	1	(1)	5	2	1	17	6	3
Form II	6	1	1	9	3	2	27	9	5
Form III	4	1	1	8	3	2	17	8	4
Form IV	4	(1)	1	5	1	1	8	3	2
Form V	20	8	4	29	17	10	46	34	26
Average	7	2	1	11	5	3	23	12	8

[1] Less than 0.5 percent.

SAMPLING METHOD

The Harris study for the National Reading Council was based on a national sample survey of the civilian non-institutional population of the United States. (Alaska and Hawaii, however, are not represented in the sample.) Interviews were conducted with randomly designated respondents in 100 different locations throughout the country. The schedules (completed questionnaires) and forms were edited and coded in New York. The coded questionnaires were key punched and the data tabulated by standard computer equipment. Analysis of the data was done by Louis Harris and Associates, Inc.

The national sample used for this study is based on intercensal estimates of the population of each state in the country, and of the population resident in standard metropolitan areas and in the rest of the country. These population estimates are produced annually by the Bureau of the Census. The sample locations are selected biennially to reflect the cumulative changes in the country's demographic profile.

The national sample is stratified in two dimensions—geographic region and metropolitan (and non-metropolitan) residents. Stratification insures that the sample will reflect, within one percent, the national proportions of the constituent strata.

Within each stratum the selection of the ultimate sampling unit (a cluster of adjacent households) was achieved in a series of steps, technically called multi-stage cluster sampling. First states, then counties and then minor civil divisions (cities, towns, townships) were selected with probability proportional to census estimates of their respective household population.

Maps of the selected civil divisions were obtained and partitioned by segments containing approximately the same number of households. This was generally done in New York, but for the smaller civil divisions, segmenting was generally performed in the field. One of the segments in each civil division was included in the literary survey.

Interviewers contact 16 households within each segment. At each household the respondent was chosen by means of a random selection pattern, geared to the number of adults sixteen years or older of each sex who live in the household. On the average a segment produced one dozen respondents who met the age, sex and voting requirements of the survey.

When the completed interviews were received in New York a subsample of the respondents were re-contacted to verify that the data had been accurately recorded. Occupation, industry, and "open-ended" public opinion questions were coded. The information contained in the coded questionnaires was then transferred to punch cards to permit computer processing and tabulation of the data.

Attempted interviews	1, 685
	Percent
Interviews completed	88
Interviews not completed	12
Communication barrier (language, deafness)	8
Refused to fill out forms	3
Continuation prevented by blindness, visual defect	1

FROM LOUIS D. MONACEL, OF DETROIT, MICH.

[From the Washington Post, Sept. 22, 1970]

PUPIL TEST SCORES BETTER, SCOTT SAYS

(By Lawrence Feinberg)

Washington School Supt. Hugh J. Scott released test scores yesterday that he said indicated that public school students here made "encouraging gains" in reading and mathematics during the past school year.

An official of the testing company, contacted by a reporter, disputed the validity of Scott's conclusion.

But the tests do show, both men said, that students in the first three grades are reading slightly better, while pupils in upper elementary and junior high years are slipping slightly further behind national norms.

At a news conference yesterday morning, Scott declared: "We are encouraged by the fact that there is a reversal in the downward trend of test scores, and (believe) that instructional supports properly applied will stabilize these gains and lead to progressive improvement in next year's scores."

He said his optimism was based on scores made on standardized tests given in May, compared to the results on the same tests given at the start of the year in September.

Giving the tests twice a year in all grades was part of the reading mobilization plan prepared by psychologist Kenneth B. Clark and approved by the school board in July, 1970. Previously, the tests were given only once a year in grades three, six and nine.

Since Scott became superintendent on Oct. 1, he has said repeatedly that he did not expect any major increases in average achievement. He said Clark's promise that scores could be raised to national norms in one year was "unrealistic."

Regardless of how the latest scores are interpreted, they are considerably below national norms, which include children in city, suburban and rural schools, but much less below the norms for schools in 12 big cities.

Compared to the national norms, the systemwide deficit in Washington for reading was four months in the second grade, 1.4 years in the sixth grade and 2.3 years in the ninth grade.

Compared to the big-city norms used in May, Washington was one month below the big city average in grade two; five months below in the sixth grade and 1.2 years below in the ninth grade.

The pattern of an increasing deficit behind both norms was similar in the test results for mathematics. The D.C. math averages in general were slightly below those for reading.

"Our results indicate," Scott said at his press conference, "an average growth of 1.1 grades in reading and 1.0 grades in arithmetic over the September-May period for grades three to nine."

However, in a telephone interview later, George Burket, director of technical services and research for the California Testing Bureau, the company that prepared and scored the tests, said the scale used for computing these scores was changed between September and May.

Burket explained that the scale used in September compared D.C. public school children with a sample of about 54,000 students in both public and Catholic schools in 12 cities. When the May scores were computed, he said, the 12,500 Catholic school students, who generally scored high, were omitted.

Thus, he said, Washington was competing in "an easier league" in May than in September.

The new big-city norms, he said, give a fairer picture of how Washington public school pupils compare with their counterparts in other cities. But he said comparing the May scores directly with those computed in the tougher scale in September would show a gain that actually had not occurred.

Scott could not be reached for comment late yesterday.

However, Wilbur Millard, assistant D.C. superintendent for pupil personnel services, said he discussed the scores with Burket, whose office is in Monterey, Calif., in a telephone conversation in late afternoon.

Millard said he "couldn't be sure we made a mistake," until he speaks to Robert Farr, the D.C. official who had direct charge of the testing. Farr was out of town yesterday, Millard said.

He explained that if Burket is right, "It would be legitimate to use the May scores to compare ourselves with other big cities," but that it would "not be proper" to compare them with previous tests.

Millard said that he and Burket agreed that if the same big-city scale was used for both the September and May tests, the average improvement for Washington pupils would be about four months less than reported yesterday.

Thus, the average gain for reading would be seven months, and for math, six months. For all 12 big cities there was an average gain of eight months between the two tests.

The school-by-school results in yesterday's report are given in terms of the big-city grade equivalents that are generally about 25 per cent below the national norms.

As in previous years, the pattern of high and low scores generally followed the socio-economic levels of the students attending the different schools.

Millard said it was "much better" to compare individual D.C. schools directly with the standards of public schools in other big cities than with nationwide norms.

Burket said he was opposed to this practice because it "sanctifies a standard which is pretty low."

"It's a way of encouraging people to settle for a status quo that they oughtn't to be satisfied with," he added.

Burket said school-by-school averages, based on big-city grade equivalents, were requested in 1970 by D.C. school officials and that one of the firm's salesmen agreed to supply them without consulting the head office. He said he decided reluctantly to honor the salesman's promise.

The tables below give reading and mathematics scores for Washington's public elementary and junior high schools on standardized tests given in May.

The scores are expressed in grade equivalents based on norms for public schools in big cities. Because the tests were given in the eighth month of the school year, the norm for the grades listed are, respectively, 3.8, 6.8 and 9.8. Each tenth of a grade in a test score is equivalent to the achievement expected in one month.

The figures given for each school are medians, the level at which half the students taking the test exceeded and half fell below.

The big-city norms used in this compilation are approximately 25 percent below overall national norms. The precise gap differs from grade to grade, but generally becomes larger in the upper grades than in lower ones.

9TH GRADE

School	Reading	Arithmetic
Backus	9.6	9.1
Banneker	7.2	7.3
Browne	9.6	7.8
Deal	11.1	10.8
Douglass	7.4	7.5
Eliot	8.0	7.5
Evans	7.3	7.2
Francis	8.9	9.0
Garnet-Patterson	7.1	7.1
Gordon	9.6	9.4
Hamilton	8.0	7.5
Hart	8.3	8.7
Hine	7.5	7.5
Jefferson	7.4	7.0
Johnson	7.1	6.8
Kramer	8.4	7.6
Langley	7.5	7.6
Lincoln	7.2	7.0
Macfarland	9.1	8.4
Miller	8.1	7.7
Paul	9.9	9.3
Rabaut	9.6	8.8
Randall	7.7	7.7
Roper	7.5	7.4
Shaw	6.8	7.0
Sousa	9.1	8.4
Stuart	7.4	7.1
Taft	9.2	8.4
Terrell	7.4	9.4
Woodson	8.9	8.8
Sharpe Health	9.9	7.5

MEDIAN GRADE EQUIVALENTS, MAY 1971

	Reading		Arithmetic	
	3d grade	6th grade	3d grade	6th grade
Adams	2.9	5.4	3.9	5.7
Alton	3.1	6.4	3.6	6.3
Amidon	3.4	(1)	3.7	(1)
Bancroft	2.7	6.3	3.1	6.0
Barnard	4.1	6.8	3.8	6.9
Beers	3.9	7.4	3.8	7.0
Benning	4.7	8.0	4.8	8.4
Birney	3.8	5.6	3.5	5.7
Blair-Ludlow-Taylor	2.8	5.6	3.1	5.9
Blow-Pierce	4.1	6.3	4.1	6.0
Bowen, A	(1)	6.2	(1)	6.1
Brent	4.0	7.0	4.0	6.1
Brightwood	4.6	7.0	4.2	6.6
Brookland	3.9	6.5	4.0	6.6
Bruce	3.3	6.4	3.6	6.8
Bryan	3.4	6.3	3.7	6.1
Buchanan	3.6	5.9	3.7	6.0
Bundy	2.5	4.5	3.0	5.0
Bunker Hill	3.9	8.3	4.0	7.6
Burroughs	4.8	8.3	4.1	7.6
Burrville	3.4	6.2	3.4	5.9
Carver	2.9	6.1	3.5	5.9
Clark	3.2	6.6	3.4	6.0
Cleveland	3.0	5.9	3.3	5.7
Congress Heights	3.5	6.4	3.6	6.1
Cook, J. F	3.3	6.3	3.4	5.9
Cooke, H. D	2.7	5.5	3.2	5.7
Crummell	3.0	5.9	3.0	6.5
Davis	3.3	6.4	3.3	6.2
Draper	3.8	6.2	3.9	6.0
Drew	3.2	5.6	3.2	5.5
Eaton	6.7	9.3	6.2	7.9
Eckington	3.3	5.4	3.6	5.7
Edmonds	3.3	(1)	3.3	(1)
Emery	3.2	6.5	3.3	6.4
Fillmore	7.1	7.0	4.6	7.0
Gage	3.5	6.1	3.6	6.7
Garfield	3.2	6.2	3.0	6.0
Garrison	2.6	5.7	3.2	5.6
Gibbs	3.2	6.7	3.5	6.1
Giddings	2.7	5.8	3.2	5.8
Goding	3.1	6.6	3.4	6.3
Green	3.7	6.6	3.7	6.3
Grimke	2.7	4.8	3.0	5.2
Hardy	4.1	6.7	4.5	6.6
Harris	3.2	6.2	3.6	6.1
Harrison	2.5	5.6	3.3	5.5
Hearst	6.5	9.1	5.7	8.3
Hendley	3.2	6.2	3.3	6.0
Hendley II	2.9	6.3	3.1	6.0
Houston	2.8	6.0	3.1	5.8
Hyde	3.0	(1)	3.3	(1)
Jackson	4.4	7.1	4.2	7.3
Janney	5.7	9.3	5.4	8.0
Keene	4.0	7.2	4.0	6.8
Kenilworth	3.3	5.0	3.4	5.1
Ketcham	3.5	6.0	3.5	5.9
Key	5.7	9.1	4.6	7.4
Kimball	3.6	6.5	4.0	6.3
Kingsman	3.9	6.4	4.1	6.4
Lafayette	6.3	10.1	5.7	9.5
Langdon	3.4	7.3	3.6	6.6
Langston	(1)	(1)	(1)	(1)
LaSalle	4.2	7.6	4.2	7.3
Leckie	4.8	6.3	4.6	6.5
Lenox and Annex	3.3	6.6	3.8	6.4
Lewis	3.6	6.2	3.4	6.1
Logan	3.3	5.4	3.3	5.6
Lovejoy	2.9	5.8	3.2	5.4
Madison	3.0	5.7	3.8	5.4
Mann	5.9	9.1	5.0	8.3
Maury	3.2	5.8	----------	6.1
McGogney	3.4	5.9	3.6	5.7
McGogney Annex	3.0	5.1	3.2	5.7
Merritt	3.7	6.0	4.1	6.0
Meyer	2.7	6.2	3.0	6.0
Miner	3.3	6.2	3.6	6.8
Monroe	3.2	5.2	3.2	5.9
Montgomery	2.6	5.6	3.7	6.1

MEDIAN GRADE EQUIVALENTS, MAY 1971—Continued

	Reading		Arithmetic	
	3d grade	6th grade	3d grade	6th grade
Morse	2.2	6.8	3.4	6.5
Moten	3.3	6.0	3.5	6.0
Mott	2.6	5.8	3.1	5.7
Murch	6.0	9.7	5.2	9.1
Nalle	3.4	6.4	3.5	6.1
Nichols Avenue	3.3	(1)	3.4	(1)
Noyes	3.8	6.5	4.1	6.6
Orr	3.4	6.2	3.7	6.5
Oyster	4.7	8.0	4.4	7.6
Park View	3.1	6.2	3.3	6.2
Patterson	3.9	7.4	4.0	7.4
Payne	3.6	6.0	3.5	5.7
Peabody	2.4	6.2	3.4	5.3
Perry	(1)	4.6	(1)	(1)
Petworth	3.7	6.7	4.2	6.7
Plummer	3.8	6.6	3.7	6.5
Powell and Annex	3.8	7.2	3.9	6.9
Randle Highlands	3.9	6.7	3.7	6.4
Raymond	3.3	6.7	3.3	6.3
Richardson	3.3	5.8	3.5	5.7
River Terrace	3.9	6.8	3.2	7.2
Rudolph	3.8	6.6	3.9	6.3
Savoy	3.4	5.7	3.5	5.8
Seaton	2.9	5.9	3.3	5.9
Shadd	3.0	5.2	3.2	5.4
Sharpe Health	3.1	5.9	2.9	5.5
Shepherd	5.2	8.9	4.2	7.6
Simmons	3.1	6.0	3.9	6.0
Simon	3.6	6.3	3.6	6.0
Slater	3.1	6.0	3.5	6.8
Slowe	3.5	6.2	3.3	6.1
Smothers	5.0	7.1	4.1	6.7
Stanton and Annex	3.3	6.7	3.6	6.3
Stevens	3.8	6.9	3.5	7.2
Stoddert	6.2	9.6	5.6	8.8
Sumner	2.9	6.6	3.8	6.6
Syphax	(1)	(1)	(1)	(1)
Takoma	4.2	7.3	4.0	6.9
Thomas	3.7	6.0	4.0	6.1
Thomson	3.9	6.8	4.0	6.4
Truesdell	3.4	6.6	3.6	6.5
Tubman	2.6	5.3	3.3	5.8
Turner	3.2	5.2	3.4	5.6
Tyler	3.0	5.5	3.1	5.3
Van Ness	3.2	6.0	3.9	6.6
Walker-Jones	3.8	7.2	4.1	7.2
Watkins	3.5	5.9	3.5	6.0
Weatherless	3.4	5.7	3.4	5.8
Webb, R. K	3.4	6.9	3.7	6.4
West	4.6	6.7	4.2	6.5
Wheatley	3.5	6.3	3.4	5.7
Whittier	4.2	6.7	3.7	6.5
Wilson, J. O	3.3	5.9	3.4	5.9
Woodridge	3.9	7.0	3.7	6.4
Young	3.4	6.4	3.3	6.4

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[1] Not applicable.

FROM HAROLD HOWE II

TENNIS AND TEACHING—REVISITED

I understand that those of you who are attending this meeting are connected with schools of education at universities throughout the country and that you have been inveigled into coming together as the result of Grant Venn's scheduling the event in Las Vegas. I shall have to admit that I have never been in this progressive city before, so that I can't advise you on the best uses of its various delights. After being here for only 12 or 15 hours, I can testify to the fact that there are a number of distractions, and I wish you all joy in them during your few days of meeting together. I sincerely hope that you aren't too diverted from pursuit of these matters by people making speeches, and I pledge, as an opener, that I will not take too long about this one.

What I would like to do is to think out loud with you about the place of the university and the role of other agencies in preparation of professional people who serve the schools, be they teachers or administrators or functionaries of some specialized kind in the realm of guidance and counseling or other particular fields.

To introduce this discussion, I would like to hark back to a meeting I attended about 15 years ago at the Canoe Island Club on Lake George in New York State. It was a seminar run by Dr. James Allen, then the head of the New York State Education Department, with his chief staff members—an annual event at which they got together to discuss education away from the telephone and away from the rest of the bureaucracy. I was asked to make a presentation to the group, to which I in no way legitimately belonged, on the subject of the training of teachers, and I entitled my remarks "Teaching and Tennis."

The burden of my message at that time, which seems to me still appropriate and useful now, was that a very high proportion of what the able teacher or the able administrator does to make himself effective on the job he learns to do by doing it. And I drew the analogy of learning how to play tennis. It could just as well have been golf, except that I don't understand that game. Indeed, I understand it even less since I visited a place called Hilton Head in South Carolina last spring where golfers are forbidden to walk. They are required to rent little electric cars in order to ride from one golf shot to the next, thus separating the game from the element of exercise.

But returning to tennis, which I do understand and still play even in my old age, I can guarantee you that the only way to learn to play tennis is to do it in company with someone who is better than you and who can provide what psychologists now call "immediate feedback." There are very few rewards at all, as far as one's tennis game is concerned, in reading about tennis, in watching other people play tennis, in seeing movies or television of tennis, or in mastering scientific and technical details of how to build tennis courts, string tennis rackets, and put the fur on tennis balls. The game is an activity demanding judgment of the actions of others, a capacity to anticipate, a set of physical skills, and endless practice. One can talk about tennis all he wants, drink cocktails with tennis players, and spend large amounts of money to set in the front row of Forest Hills or Wimbledon without improving his tennis game very much, even though he may improve the way he talks about it.

Now while teaching has an intellectual context, which tennis does not, and therefore requires the mastery of information, both about subject matter and about the peculiarities of human beings who teach and learn and the way they interact, teaching also has large components of what are sometimes called methodology, and what I regard as largely a skill. It is a skill which involves the capacity to size up individuals, to judge their responses, to make your responses relevant to theirs, to diagnose their needs and problems, to present ideas and activities which will motivate their particular interest in learning, to coordinate a variety of materials into their most effective possible impact, to sense the emotional and attitudinal nuances of individuals and of groups, and to deal with all these variables on a constantly changing, kaleidoscopic scene involving multiple personalities with different rates of learning, different backgrounds, and totally different feelings. The human equation of teaching is infinitely variable, and the person who learns to solve it learns not by reading about the solutions of others or by being told in lectures how others have approached the problem or even by seeing moves of others doing it. He will comprehend the problem only by getting into a classroom, contending with the real situation, and getting some immediate feedback from someone, who is more skillful at it than he, about how the task might have been better performed, about why this or that activity seemed more or less productive, and about the ever present question of whether alternative approaches to a particular learning situation might not have done better with it.

If this observation is true of teaching, even though the tennis analogy may be stretching the situation somewhat, I believe that it is even more true of the leadership role in schools. While there may be practices of management and techniques of systems building which are applicable to education and its leadership and which need to be learned along with a variety of background information from the fields of economics, psychology, history, and other areas, the large fact still remains that being an effective school principal, or a really outstanding superintendent, or a person with the capacity to do the balancing act now required of a state commissioner of education, involves a set of political skills, a kind of emotional balance and personal confidence, and a capacity to deal calmly in crisis, all of which are best learned by practice rather than by academic study.

All of this may sound as if I was warming up to the idea that the best educators don't need a university education in the traditional sense. I don't intend to go quite that far, but I do want to observe that the best educators, be they teachers or administrators or specialists or some combination, do what they do best every day not entirely because of what happened in academia but also in large part because of the capacity to assimilate and learn from and make use of experience.

Of course, this fact about the importance of direct experience has long been recognized in the processes of teacher training and in the preparation of administrators by universities. Practice teaching, internship assignments, special studies of actual situations in the schools, and the like abound in our formal programs of teacher preparation and in-service training. So that in theory there is a recognition of the need for learning by doing along with the requirement to develop an intellectual component in the educator. What I want to say here is that I think this particular aspect of teacher training and administrative training, the aspect which involves internship, the practice teaching, the away-from-the-university-and-out-in-the-schools element is the part of professional preparation which gets most neglected.

One of the reasons for this neglect is that the professors in schools of education are more comfortable in schools of education than they are in schools. Therefore, they and their institutions tend to be isolated and insulated from the realities of the business. Their research and writing is frequently oriented to bookish problems rather than to people problems. Their course work is too frequently a well packaged academic exercise, rather than a confrontation with the disturbing reality of a public school situation in which the needs of children in a rapidly changing world have outstripped the capacity of the schools to respond.

If I were allowed to make only one suggestion for the improvement of the pre-service and in-service training programs of teachers and administrators in the United States, it would be that a higher proportion of the process take place away from the university and in the schools. This does not mean at all that I advocate abolishing schools of education or reducing their significance of the numbers of people on their staffs. But it does mean that I would locate a good proportion of the people on those staffs in the schools rather than in the universities. One of the greatest untapped resources in American education is the minority group of extremely skillful teachers and administrators in our schools. I say minority group not to denigrate the majority, but simply to recognize that there are a small proportion of people who are particularly talented about teaching the second grade or about running the school library or about making the guidance services fit pupils or about orchestrating the entire school program in the role of a principal or about establishing the complex set of relationships between school and community for which the superintendent sets the tone. I think that if I were going to reorganize a school of education, I would have almost half the staff made up of these people and have their jobs so organized in the schools that they would have some time to work with both the pre-service and in-service trainees trying to learn how to be educators.

In addition, I would invite into some sort of relationship to the staff of my school of education a group of people who don't appear there except in a few institutions. Perhaps these people couldn't qualify as professors, associate professors assistant professors, and instructors in the usual academic ranks. But I would find a way around that bureaucratic difficulty and appoint as staff members officers from the city police department who are regularly in contact with young people, social workers who are in and out of the homes which produce the school's toughest problems, court officers and probation agents of various categories who deal with juveniles in problem situations, workers from the recreation department of the city and the parks department, businessmen who operate establishments where young people congregate, and a variety of other characters whose interests and backgrounds you can dream up as well as I.

What I am trying to recognize in making this suggestion are the simple facts that young people in the schools spend most of their lives out of school, are more influenced by what happens out of school than what happens in it, and that somehow the school has got to understand and be in alliance with the positive forces that are elsewhere while understanding and working constructively against the negative forces both within and without. Teacher training conducted in rather complete isolation from the realities of the community doesn't prepare teachers or administrators to deal with the realities of children. One thing has been proved, it is that the school can't beat the community—it has to join it. If it exists in isolation, acts as if the community was not there, and assumes that the five hours of daily leverage on the pupil the school has can beat the 10 or 12 hours the community has, it is clearly wrong.

Perhaps I exaggerate to say that half the staff of the schools of education should consist of these kinds of untypical resources, but I am reasonably sure that it will make a very great difference in the training of teachers and administrators to have a major resource for purposes of conducting training in schools and communities rather than in universities.

Having said all this in what may seem opposition to the university, let me now say that I would still conduct a considerable proportion of the in-service and pre-service training of educators of all descriptions in the university, but in doing so I would try to do everything possible to widen and broaden the contact of the university and to knock down the walls, figuratively speaking, of the school of education. Those walls are too restrictive.

In the law school, in the school of social work, in the school of public health, in the school of public administration, in the graduate departments of the arts and sciences, both in the humanites and the social sciences (and particularly the latter), and in all manner of specialized urban institutes and other centers, there are stimulating activities going on both in research and teaching which are potential resources for the intellectual background and understanding of those who would serve the schools. In spite of significant changes which have made some of these resources available to students of education in a number of universities, I would say that the general rule is still one of having inconvenient fences which keep students enrolled in the department or school of education away from some of the university activities which might be helpful to them in further developing the understanding necessary to be a successful educator, whether in the classroom or in an administrative office. Of course, these fences are not all maintained by the school of education. They are built by all the agencies I have named, particularly the academic departments which are more interested than anything else in turning out people who will become academicians in such departments in the future and less interested in providing a useful service to people who may have some other goal in life. Economists really wanted to turn out more economists and sociologists are most interested in more and better sociologists, so that the courses they design and the research activities they pursue aren't always useful to people in schools of education. The result is that the schools of education try to develop their own departments of sociology, economics, and what not, sometimes with a rickety bridge to the major department of the university itself. Perhaps if that bridge can be strengthened, a school of education can proceed along this pattern usefully. But basically, I think, there needs to be an opening up on the total institution in the cause of education. There isn't a much higher mission than that of educating the people who will educate the young, and while I dont' believe that the economists will ever see such activity as more important than developing more and better economists, I think that there are a growing number who are willing to give some time and thought to the contributions their discipline can make. I use the example of economics not because I think it is the most significant discipline involved in this conversation, but rather because I know a fair number of economists who have broken out of that posture and who see that using their tools for a look at the problems of education can be extremely useful both in analyzing those problems and in training the people who must do so on a professional basis in the future.

So if you are looking for a suggestion about how to change the school of education in ways that will make it more responsive, I can summarize at this point by saying I have mentioned three possibilities. Two of them lie outside the university and say first of all that the school of education must have a much more effective expression in the schools themselves and secondly that it must find ways to enlist community resources in the training process as well as school resources. Inside the university as a third point the school of education must take down its own fences as an act of good faith and then seek to batter down the fences of other schools and departments on behalf of a set of students who really need the full sources of the university for their learning.

Having said these things I would now like to shift my ground somewhat and consider the role of the school of education which I don't think gets talked about enough, even though it represents a considerable portion of the activity of professional educators in universities. I refer to the in-service training aspect of the education school's activities as compared to what it does in the name of pre-service training. We all know that these divisions are not neat and tidy, yet they do have some validity.

I can remember the day 15 or 20 years ago when in many, many school systems in-service training was tightly connected to the salary schedule and involved build-in requirements that in order to qualify for next-year's automatic raise teachers had to take a couple of semester hours of work. It was assumed that doing so would make them better teachers. Also, this arrangement helped to provide jobs for professors of education. Usually there was a process within the school system in which the teacher submitted a form for approval by the chief persnnel officer or the superintendent indicating his plans to enroll for a course to qualify for the salary increment. Then, on a couple of afternoons a week or, for those who were not adept at arranging their schedules well, on Saturday mornings, the teacher would go to the local university to take a course. I can testify personally to the fact that this was frequently a deadly experience, since I had to do this myself at one time when I found myself employed as a high school principal in a place where my academic credentials (which happened to be as a historian rather than as an educator) did not allow me to serve as principal for lack of courses in education, even though I had spent some three or four years as the principal of two other schools before that. So on Tuesday evenings and Saturday mrnings I sweated out 26 hours of education, taking courses in supervision, administration, the history of education, and the like. One course which I can still remember was excellent. The rest were awful, ranging from pure tedium to obfuscation of the obvious. But I am not trying to condemn an institution or comment on individuals. I am really trying to say that the tedium I encountered, which is familiar to many, many teachers, principals, and superintendants to whom I have talked, may have grown more from the sort of run-of-the-mill processing of large groups of people in order to qualify them for automatic salary raises, with which the school of education did not want to interfere, than from anything else.

I haven't kept track sufficiently of the details of how these things are run today to be able to generalize about them. No doubt they have been reformed. If they haven't, I can't imagine why not. But speaking from that experience of 15 years ago, I have to say that every single semester hour of in-service training which I took in a school of education was conducted in a school of education classroom ; by a professor of a school of education, and never introduced anybody who came from the real community or the real school system. I don't think anyone then considered the idea of moving the education classroom to the school or the community. Some of the professors I encountered were doing supervision work related to practice teachers in the schools, but that was about their only contact.

If that system has not been reformed, one suggestion I have for it is that a major proportion of the in-service training of teachers be conducted away from the school of education in the schools themselves and in the communities that surround them along lines and with faculties like those I have already mentioned. I see nothing wrong with having a school of education give semester hours of credit, if they are necessary for salary increments or other reasons, for a whole variety of activities that teachers might undertake right within their own schools. Basically any time anyone takes a responsibility for something new and different that he has had experience with before, he is having a learning experience. If he does well, he adds to his resources and is in some way a more valuable person to his employer. Going back, therefore, to my teaching and tennis analogy, I suggest that schools of education consider systems by which teachers and administrators in the school working with each other can get analysis and criticism of their work and be helped to grow and can receive credits from the university for the process. Remember that the way you get to be a better tennis player is to get on a court with someone who is better than you and that one of the ways you get to be a better teacher is to get in the classroom with a more experienced, confident, and successful person and obtain that person's assistance in working on the problems which exist there. To do either, you have to have responsibility for the situation, for swinging your own tennis racket on the one hand and for teaching the children who are there on the other.

It doesn't do you very much good to watch either. Although I could be wrong, I suspect that the reforms needed in this situation based on the criticism I have made from my own experience are not yet fully complete and that there may be teacher training institutions in the United States which could improve more than they already have.

Also on the subject of in-service education let me suggest that it may well be the most important role of the school of education in the years immediately ahead. We have a vast oversupply of teachers right now. The pre-service training activities of schools of education is going to continue to add to it. While there will be some shift of personnel in the schools, the fact of rising teacher salaries is going to make these jobs more popular, and a very high proportion of the teachers in the schools today are the same people who will be there five or ten years from now. I have seen estimates which say that the turnover in teachers tends to involve the same 10–20 percent of the teaching force in constant change and that some 80 percent or more remain year after year in the classroom. It is particularly important, therefore, that more imaginative ways than the simple requirement of taking of course in order to get a salary increment be arranged to help in-service teachers become more effective people in the service of youngsters.

When I was testifying the other day before Senator Mondale's subcommittee on compensatory education, I pointed out to him and Senator Javits and others who were there that there are vast resources in the Federal funds being provided to school systems available for the retraining of teachers. I argued particularly that Title I of the Elementary-Secondary Education Act, now funded at the rate of a billion and a half dollars a year, had never been adequately tapped for this purpose. Instead school systems seem to think that buying movie machines or providing special sets of materials are the best ways to assist youngster who need special help. I submit that a much more significant investment of these considerable monies would be to build the capital of the school system which is in its teaching force, to develop deeper understandings among teachers of the problems young people have in today's world with both living and learning, and to develop at the same time higher degrees of expertise with the teaching process itself.

I might add that wherever I say "teacher" in these remarks, I could equally well have said "administrator," and at this point I would like to add a special footnote about training administrators. It is first of all to the effect that during the 1970's some fifty major cities of the U.S.A. will enroll more than 50 percent of their pupils from minority groups. The demand for well trained black and Spanish speaking school leaders is already high—much higher than the supply. It will continue to grow. Your fellowship awards and selection procedures will determine whether or not that demand will continue to be frustrated or whether it will be more effectively met. Secondly, I suggest that, particularly for administrators in schools and state departments of education, the design of internship opportunities is a matter demanding careful and immediate attention. Too many internships avoid providing real experience by giving real responsibility. The analogy of the medical intern has been over-used by educators, but in this situation it is valid. The intern should feel that it is up to him to both diagnose and prescribe, and he should be allowed to see the result of his decisions, with the simple reservation that the patient not be allowed to expire.

If you follow the prescriptions laid down in these suggestions for the school of education, you are going to find that it will become a different place. Much of the faculty will be in the schools and in the community rather than in the university, and so will many of the students. But when they do come into the university, they will be people who have been exposed to realities of all kinds, for whom the important philosophical, psychological, historical, economic, and sociological studies the university has to conduct, if educators are to have understanding in depth about the processes they are charged with, will have new, direct and immediate meaning. Studying theoretical backgrounds out of contact with reality has been too typical of what we do in the training process, as has exposure to reality without giving the individual real responsibility for contending with it. Too much of our practice teaching and internship activity has has been observational rather than participatory. Perhaps our syndrome for watching TV and watching sports has made us feel that watching education is the way to learn about it. Really it is not, any more than is the case with tennis. What I am looking for is a new kind of exposure to reality in the training process and its marriage to the significant functions of the university that have to do with the disciplines and with knowledge.

Of course you may say, "What about research?", and so do I. I tend to think that most research in education which is going to be very useful is itself going to be done in close touch with reality situations rather than isolated from them. I know that there are some exceptions. Historical research, for example, may develop in the traditional scholarly atmosphere of library study, but it will be arid unless its author has some immediate sense of how things are in the schools which allow him a mirror in his mind for a greater sense of how things were. There are, of course, important areas of research which should be emphasized and better financed in schools of education. I guess I would argue that they need a firm base in the reality of home, school, and community just as teaching does for a very large proportion of their stimulation.

Well, I said I was going to think out loud. That is exactly what I have done. These remarks come to you as dictated with my feet on my desk at the Ford Foundation, late last Friday afternoon, a sleepy midsummer day, a time when things here are so slow at the Foundation that people have forgotten to call us up—even to ask for money. I know I was supposed to talk about "the forces demanding reform in schools of education." Instead I have treated only the second half of my subject, "The Kinds of Reform Which Seem To Be Needed." The reason I have steered clear of the first half is that I think you know the answers better than I. The forces asking for reform are basically three: the the students, the parents, and the teachers. Neither parents nor students think the schools are doing a good job. So far they are harrassing the schools, rather than the schools of education. I expect that before long they will be on your doorstep. I hope you're ready. The teachers and administrators are aware that they are not prepared for the problems they are confronting, particularly in the cities. They look to you for new resources which will be helpful to them.

Of course there are deeper forces at work which lie behind these discontents. The College generation has articulated many of these. The insistent cry for relevance in education seems to me a symptom which expresses some of these more fundamental matters. The list of them is all too familiar:

> The goal of affluence as the individual's salvation has turned out to be inadequate for many Americans who have achieved it. Can education help us to find new and more meaningful goals.
>
> The position of a nation which monopolizes the world's wealth and shares its good fortunes in decreasing proportion with its own have-nots and with those of other countries is deeply disturbing to many Americans of both older and younger generations. What might the schools do about this?
>
> The effects of rapid technological change on jobs, on leisure, and on the movement of people to cities accompanied by the slowness of all our institutions of education, of government, and of other kinds to make constructive and rapid adjustment to changing needs and circumstances. How can teachers and school leaders be helped to understand these shifts and to respond to them?

This listing of problems and pressures could go on and on. The fact is that schools of education must be brought to the center of these worries and concerns. I am particularly encouraged that the AASA has sponsored this meeting and many others around the land to search for the handles which will allow the slow-moving machinery of education to accelerate its pace of change. In a very fundamental way schools and departments of education have a most significant role in forging the America which will enter the 21st Century in the not to distant future. There is plenty for you ladies and gentlemen to do and plenty of pressure demanding reform. I wish you a happy and turbulent future.

THE FORD FOUNDATION,
New York, N.Y., February 2, 1971.

Hon. JOHN BRADEMAS,
Chairman, Select Subcommittee on Education, House of Representatives, Rayburn House Office Building, Washington, D.C.

DEAR JOHN: Thank you for your letter of January 7 inviting me to comment on the proposed National Institute of Education, which your Subcommittee is presently considering, and enclosing the draft *Preliminary Plan for the Proposed Institute* prepared by the Rand Corporation.

I strongly support the basic idea of a National Institute of Education to focus increased federal energy and resource—both human and financial—in an expanded program of educational research and development. Such an Institute is greatly needed because of four related but distinct problems that have long plagued federal research efforts in education.

The first of these existing difficulties is the fragmentation of education research within the federal bureaucracy. A variety of federal agencies within and outside of HEW currently support educational research activities. A new National Institute of Education could provide coordination among existing federal research programs concerned with education, and I hope it will be assigned such a role. The NIE proposal makes sense in its own right, but if it is to be truly effective it must help to get the Federal government's education research house in order. Only when there is an overall Federal research policy for education in which the research efforts of OEO, NSF, NFAH, the Labor Department, and other agencies play purposeful parts in an overall research strategy for the nation, will there be truly significant progress on the education research and development front.

A second problem with federal research efforts is that they are frequently changed to meet short-term budget problems or short-term political decisions regarding priorities, thus reducing the likelihood that research activities will be allowed the continuity necessary for meaningful results. Tough problems facing educational research today are not amenable to quick and easy solutions. A good research program will require a persistence and continuity that has not been present in most federal education research efforts in recent years. I would expect the proposed National Institute of Education to be able to resist short-term cycles of political priority and to function as an effective problem solver over the long haul. Provision for a five-year term for its Director and continuity for its governing board will help to guarantee this capacity to keep working on important problems.

I believe that the Congress should make a dramatic and meaningful commitment to the funding of the NIE by stating a specific funding goal, say one billion dollars in new funds over a five year period. You will recall that this was done in the case of the one hundred million dollar authorization for construction purposes in the research program under Title IV of the Elementary and Secondary Education Act of 1965. While this authorization did not of itself ensure such funding, it did make clear the government's serious interest in the area.

In addition, you may recall that the construction funds which were actually appropriated under this Title IV authority were available for a period of years rather than expiring at the end of the fiscal year in which appropriated. This is an extremely important principle to establish for the funds appropriated for NIE. Research activities do not fit the one year budget cycle. In research more than any area, it is important to avoid the "end of the fiscal year syndrome" in which Federal funds are hurriedly committed to marginal projects simply because they are there. Ideally NIE should be launched with an appropriation of approximately $400 to $500 million—over and above current costs—to meet its needs for a period of three years. Actual expenditure of these new funds would be small in the first year and grow rapidly in the second and third years.

If, however, Congress establishes a National Institute of Education and provides no new money or, even if it appropriates just a few million dollars a year of new money, the great potential of a strong National Institute of Education will have been sabotaged on the rocks of bureaucratic shuffling and the fiscal status quo. The creation of an Institute in and of itself cannot be allowed to become a rationale for failing to appropriate the money required to attract the nation's finest scholars to a serious program of educational research. The problems facing educational research are considerably more difficult to resolve than some issues which natural and physical scientists have conquered through research in recent years. Good research requires both adequate money and adequate time. A new generation of young scholars in the behavioral and social sciences must be attracted to focus their research on significant educational research problems through the course of their careers. The Institute must provide not only the leadership, but also significant new resources to train and attract first-class people to the educational research field.

The third problem with present educational research activities is that they are grossly under-funded. Public education is the largest government supported, domestic program in the country; expenditures for public schools alone will be close to 45 billion dollars in 1970–71. Yet the current USOE budget for educational research and development is approximately 130 million dollars. The Rand document does a good job of highlighting this shortcoming. My general recommendations for change in this situation are stated in the preceding paragraphs. If the establishment of NIE signals not merely a bureaucratic restructuring but rather a long-term commitment to substantially increased Federal funding for educational research and development, I can only herald it as a much needed policy initiative.

A fourth problem is that research and development staff in USOE lack the status within the federal structure needed for effective national leadership in the research and development community, and essential for interagency federal coordination purposes. The proposals in the draft document by the Rand Corporation offer one sensible solution to this problem. No doubt there are others.

Apart from offering solutions to inadequacies in present efforts, there is a more positive rationale supporting the proposal for a National Institute of Education. As President Nixon pointed out in his education message of 1970, the present "state of the art" in education is woefully lacking in solid evidence about "what works." A great deal of shapeless floundering goes on in education, at least partly because research has not yet provided answers to many of our toughest educational problems. A major function of the proposed Institute, therefore, should be to spot the big questions and work seriously over extended periods of time to get them answered, or at least rendered answerable.

While I have considerable agreement with the objectives of the Preliminary Plan for the Proposed National Institute of Education described in Chapter II of the Rand document, I suggest that the priorities implied in that chapter be changed. For a research organization the order of priorities should be:

1. Strengthening foundations of basic knowledge about education (Objective III);
2. Building a vigorous educational research and development system (Objective IV);
3. Helping with solutions to particular problems of schools and colleges or education as a profession (Objectives I and II).

In other words, the National Institute of Education should encourage fundamental research and help to develop a system which will support applications and experiments related to it. Only as a third priority and in limited ways should the NIE get directly involved in administering programs, schools, and experiments. In this connection I have some doubts about the advisability of NIE assuming all the tasks assigned to the Directorate of Programs in Chapter IV of the draft document. Its grant and evaluation efforts should reach to all kinds of organizations, but it should steer clear of direct operational responsibility for experiments on a large scale.

Given this background, the Institute should focus its attention on a few long-range, basic educational problems. The Institute must avoid the danger of diluting its energies across a multitude of overlapping, non-cumulative smaller efforts; it cannot be all things to all people. I suggest a formulation of priority problems such as the following which are offered as examples and not as a complete listing:

1. High priorities should be given to the heart of education itself—learning—particularly learning in the early years. Evidence is reasonably clear that early learning significantly shapes later learning and restricts later efforts to relearn. We are just beginning to scratch the surface of knowledge about how children learn, how they respond to various educational programs at different stages of development, and how schools and colleges can be managed to induce the most effective possible student performance.

2. Parallel to its focus on learning, the Institute should concentrate on the important by-products of the learning process. I include here consideration of attitudes, behavior, and viewpoints which accompany learning and which may be as important for the individual and for society as what is learned in the way of skills or knowledge.

3. Education is a labor-intensive activity which has not been responsive to the introduction of alternative technologies. The Institute should place major emphasis on the realistic development of educational technologies which hold promise of extending the reach of educational institutions beyond the classroom and of improving the cost-effectiveness of classroom instruction itself. Sesame Street, for example, reaching several million children daily at an annual cost of about eight million dollars, has begun to realize perhaps for the first time, the enormous educational potential of television.

The development of alternative technologies and the use of cost-effectiveness analyses of educational processes is needed both in higher education and in schools.

While I am not opposed to the Center for Education Studies mentioned on page 116, I think that it could create some problems which need to be foreseen. For example, I would have real concern about a national curriculum for social studies being developed in a center which is directly a part of the Federal establishment, although I would think it quite appropriate for NIE to make grants for the development of social studies curriculum to schools, universities, or other agencies. So the role and purpose of the center needs careful thought. Perhaps its most useful function would be as a center for developing research strategies in education. I would like to see more discussion of the relationship of NIE to the universities than occurs in the draft document. In general, I think that permanent staff of high quality in sufficient numbers is going to be difficult to attract and hold in a Washington-based center. The universities will remain the places which harbor the teaching and research *that nurtures new scholars interested in education* and related issues. At the least the center needs authority to establish liaison with universities in a variety of ways.

I think it would be a mistake for the Congress to legislate in great detail in regard to the NIE and prescribe program and organization in the kind of detail outlined in the Rand Corporation draft. If this draft is discussed by your committee and a legislative record established in regard to it, the next step should be the creation of the agency and the advisory committee with broad directives in the legislation but with options to develop details of program and organization.

With regard to the structure of the Institute, the National Advisory Council should include scientists, laymen, and perhaps a few foreign as well as American educators and researchers. It must not be allowed to become the captive of any particular branch of the educational establishment—certainly not of the educational research community or the eduactional administrators. The presence of a few distinguished foreign scholars and educators on the Council would help to insure the autonomy and broad orientation needed for the Institute.

Organizationally, the Institute should be separate from the day-to-day operations and programs of the USOE, yet working in close parallely with it. It should certainly not be expected to perform the routine planning and evaluation functions now conducted by USOE bureaus. The fundamental point is whether the Director of NIE takes his budget to the Secretary of HEW and to the appropriations committees of the Congress separately or through the chief education official in HEW, whatever his title may be. Although there are good arguments on both sides of this question, I think that the Director of NIE should report through the chief education official of HEW.

There are other organizational issues to be solved. Over the past six years a large number of education research centers of various kinds have been started with Federal funds. There are Regional Education Laboratories, Research and Development Centers at universities, special research activities to serve vocational education, education of handicapped children, and teacher training, all currently maintained by research funds of the Office of Education. Many of these programs and centers are just beginning to be productive. Like any new research effort, they have been through all sorts of growing pains. While these activities clearly need periodic evaluation to determine their worthiness for continued support, my judgment would be that most of them should be kept going. There is considerable evidence that they have made really useful contributions to educational change or are on the threshold of doing so. It is important, therefore, that NIE supplement and coordinate this existing network of activities rather than attempting to supplant it. The funding of NIE will require money to continue these existing activities and to add new functions and programs as well.

The establishment of such a National Institute of Education would be an important step in organizing within the Executive Branch the research and management capabilities needed for an attach on the educational problems facing this nation.

I trust that these views have been helpful to you and the members of your Subcommittee. If I can be of any further help, I will be pleased to do so.

Sincerely,

Harold Howe II.

September 21, 1971.

Hon. Walter Mondale,
U.S. Senator, Senate Office Building,
Washington, D.C.

Dear Fritz: Shortly after I testified before your committee in August, you sent me some questions and asked for written answers. I have at last completed that exercise, and I enclose my response. I hope it is helpful.

This brings personal best wishes.

Sincerely,

Harold Howe II.

Enclosure.

Responses by Harold Howe II to Questions Submitted by the Select Committee on Equal Educational Opportunity of the United States Senate (Senator Walter F. Mondale, Minnesota, Chairman)

Question One: Doesn't the rationale for compensatory education presume a deficiency problem with the child and its family rather than the school system?

The rationale for compensatory education rests on the idea that a deprived environment, particularly in the early years of a child's life, can create handicaps to developing the individual's full potential. It assumes further that properly designed educational efforts can in some measure make up for those handicaps. An implication of this second assumption is that the schools as presently constituted are indeed deficient in meeting the needs of children who have difficulties with learning, growing out of bot henvironmental and hereditary handicaps, and it implies further than educators with imagination and the drive to change the schools can make them considerably more relevant to the needs of these children and more effective in developing their potentials.

Perhaps the best way to illustrate the idea of an environmental handicap is to describe an actual situation in which working mothers typically return to work some two months after giving birth to a child. During the time that they are working, the child will be placed with another mother whose business is taking in children of working mothers, each of whom might pay a dollar a day or so to have her children cared for during working hours. In such a center will be children from several months of age up to four or five years, and an individual caretaker might look after up to ten or twelve such children in her home.

For the caretaker who has neither training nor equipment and facilities to provide a stimulating environment the entire emphasis is frequently on the passivity of children. The child who doesn't cry, who doesn't need attention, who doesn't ask questions after he has learned to speak, who doesn't move about—in other words the child who does not seek, demand, and get stimulation and is least troublesome to the person in charge—is the child who gets rewarded. Such an environment discourages the early and very significant development of every aspect of human sensitivity and potential. The qualities fortified in children so treated are the qualities which lead to failure in school. The lack of positive stimulation from human contact, from active exploration of objects, from verbal interchange, and from the kind of play through which a child learns shapes and sizes and colors depresses and inhibits the development of capabilities which are extremely important not only for success in school but for success in life. The development of language as a most important component of any individual's early growth often suffers in this sort of environmental handicapping system.

Contrast this situation with many well-financed day care or pre-school arrangements staffed by trained personnel in which stimulation of all kinds is provided. Children get all sorts of attention and praise for their achievements on a regular basis from interested adults, they are encouraged to talk over their ideas and feelings, to handle objects, explore the differences of sound, shape, color, texture in all kinds of materials, to solve problems—and therewith their early intellectual development is much advanced. Further they are offered choices and a range of independent activities that exercise initiative, allow the child to set his own pace, and develop goals of his own—thereby giving him a sense of power over his environment.

Add to this the situation in the home for many of the kinds of families which would make use of the type of day care activity described two paragraphs above, homes in which economic handicaps deny proper nutrition and certain aspects of stimulation, even though just as much love and care may be present as in the middle class home, and you get a picture of environment denial which pyramids in its effect on children as they mature. Indeed the handicaps from the home are probably much more important than those growing from ill designed day care.

Children who have these environmental "handicaps" typically enter a school system which has set its tasks and its expectations in terms of more fortunate children. Early in such a schooling arrangement the child who comes with a handicap finds the school saying to him in no uncertain terms that he is not a success, that he doesn't measure up, that there is something wrong with him. Whether the individual teacher ever utters such words or not, the operation of the entire system effectively carries the message.

When we speak of "equal educational opportunity," we use a phrase which potentially has many meanings. It could be understood to imply that every child should have access to the same kind of schooling. If that is what it is taken to mean, many, many children are going to be denied effective education. The reason for this is that schooling has to be different for each child. It has to fit him. It has to start where he is, with his level of intellectual performance, his linguistic abilities or the lack of them, his interests, his capacities to deal with other people and to do things that the school assumes or expects. Children differ tremendously as a result of inheritance, and the schools have to be able to allow for this. They also differ as a result of the environment of their early years. Some children come to school already able to use numbers and even to read. Others do not yet have these or other skills. If the school calls the child "a dummy" because he can't do what others can, it starts the inevitable process of diminishing him in his own eyes and guaranteeing his future failure. So equal educational opportunity has to mean the opportunity to have an education specifically designed for the child without any expectation that he must perform identically with other children who happen to be around him. The expectation should be that he progress from where he is. Some are going to progress more rapidly than others. A good school experience will help some children to progress more rapidly than they otherwise would have.

Question Two: What are the elements of a sound compensatory education strategy? How much money should be spent per child?

The concept of compensatory education as an "add-on" component needs examination at this point in our history. Schools are not only poor for low-income children, they very often shortchange the more affluent. Additional funds while a necessary condition for improving the quality of education in deprived areas are not alone a sufficient condition. Federal money can merely result in "more of the same," while barely touching the child. A more sound compensatory education strategy, therefore, would seek to "turn around" the school, supporting efforts of the staff and community institutions to learn how to respond with sensitivity, imagination and resourcefulness to the children for whom they are responsible. This is far more complex than it sounds for if anything has been learned through these recent years, it is that, in general, we have oversimplified the problems of human learning and individual growth and development. We have tended to seek easy solutions, and in our search for definable goals, are relying too exclusively on narrow, highly specified objectives that avoid dealing with processes of growth and with values and human relationships.

To use Federal monies well, to redress the balance of educational opportunities more in favor of deprived children requires the kind of careful searching and questioning and planning, at national, state and local levels, that has not been encouraged enough by Federal programs. Planning time has not been budgeted and monies are committed prematurely in response to immediate deadlines. Moreover, Federal guidelines and prescriptions, established in part in the interests of effective controls, sometimes inhibit the kind of long-range local planning that could lead to basic improvements in education. Far too often one hears of schools that apologize for a program they are running, explaining that they do it because it fits into Federal guidelines and not because it is regarded as a means for improving the child's educational experience. The quick and easy add-on of additional services while the basic program of the classroom remains exactly the same is, for all these reasons, a questionable strategy. To do an effective job compensatory education should invest in the training of teachers as the first step in redesigning the school to fit children it now fails to serve. Then it should look at organization, curriculum, and relationship to community and consider changes in all three areas based on a philosophy of making children successful rather than one of seeing if they measure up.

Probably nobody can give you clear proof that any particular amount of money ought to be spent per child. I believe, however, that the general concept of "a critical mass" makes good sense. Minor accretions of funds leading to minor changes in school services are in my judgment unlikely to provide sufficient difference in the education offered to have any potential for redressing severe environmental handicaps. The State of California has worked on this question and has come up with the idea that at least $300 per child is necessary in order to make the required differences. I believe that Connecticut has reached about the same conclusion. To my knowledge, this is the best rule of thumb we have, and it would make sense to me to have the Federal programs operate in accordance with it. After all, $300 per pupil per year is only about $1.65 per child per day, surely not an extravagant amount for this important service. But it is important to add a qualification. In most schools attended by the children of poor families, the amount of money provided by city and state to pay for school services is considerably less than the amount provided in schools attended by the children of more fortunate families. So that all the Federal compensatory education money does for poor children in many localities is give them additional services to help them to catch up in terms of school quality with what the more fortunate children already have. In other words there is a real issue of comparability of service before *Federal* money enters the picture. There isn't much sense in arguing that we are doing a special job for the children of poor people if all we do is to use the add-on money provided for them to put their schools on slightly improved footing compared with schools for the affluent which remain better financed even after the compensatory funds are added to schools in poor areas. So systems need to be built into state and local school financing which will provide comparability of services through funds from those sources before the Federal add-on enters the picture. I certainly think the idea should be explored of making school districts ineligible for the Federal add-on until they have achieved comparability within the state or, at least, within schools in a district.

The Advisory Commission on Intergovernmental Relations and others have proposed Federal fiscal incentives to reward states which have equitable school revenue systems. Such proposals should be seriously considered in view of the recent California State Supreme Court decision in the *Serrano* case. So long as the Federal Government contributes only a small percentage (e.g., 7 percent) of revenues for schools, it must seek leverage on state and local programs and actions if any significant Federal influence is to be achieved. Obviously, if the Federal intent of funds for compensatory programs is to "add to" the education of disadvantaged children, such funds can only meet that objective if, at first, local and state support of education for such youngsters is equal to that of youngsters who are not disadvantaged.

A final observation on this matter of dollars per child to support an adequate compensatory program is that different types of activities have very different cost levels. The $300 figure I have given is an average. Some types of programs will cost more than this and some less.

What kinds of special teacher and paraprofessional training and/or retraining should be conducted?

Teacher and paraprofessional training or re-training is a very important component in compensatory education. The teacher is the main agent of learning as well as a powerful influence on attitudes and behavior, and unless teachers understand the problems of children from poor families, respect those children as individuals, and work with them on a basis which lets them know that they too have a right to succeed in school and are expected to do so, their education is not going to be successful.

As millions of poor people have concentrated in the centers of our cities and as school classrooms have become crowded with large concentrations of children tion for which they have not been adequately prepared by the schools of education to which they went. Indeed schools of education generally have a difficult time figuring out what to do to help teachers be constructive in such environments.

A child who isn't learning should be a signal to the school that its methods and its climate may need modification for that individual. Of critical importance here is the repertoire the teacher brings to his job. The very "sameness" of school after school, class after class—in the material of learning, in teaching techniques, in the schedules and rules of behavior—suggests that teachers are not acquiring an arsenal of tools and responses that could be brought to bear differentially in helping children to become good learners. Too many schools are applying packages of programs to whole classes of children without regard for their suitability for any one child. In retraining teachers who need to encourage more initiative in teachers and help them to explore wider options, teach them to observe children carefully in different ways, and to make deliberate, selective choices based on cues provided by individual children. Teachers who do not have specific intents in mind in their work with individual children and who do not test out their observations and learn from their successes and failures are not fulfilling children's needs nor are they having a rewarding teaching experience themselves.

One school of education that discovered the children of the poor long before the Federal Government did is the Bank Street College of Education in New York. Anyone looking for some sensible approaches to training teachers, especially for disadvantaged pupils in elementary schools and for materials for such pupils might well get in contact with that institution and its capable staff. In general the recommendations that I have for improving teacher training and re-training are included in the attached remarks delivered in Las Vegas on September 1, 1971 to a meeting of Deans of Education. I submit them for whatever interest you may have.

Basically what is necessary in teacher training and re-training is to have much of that process conducted in the schools, tapping the very important resource of the effective, able, and experienced teachers who are there. These teachers are not a majority of the teaching staff by any means, but the schools do have very successful people doing an effective job with all kinds of children. Title I money can be used to provide the time of some of these people for the teacher training process. In addition, I see a need for a new type of organization, a kind of teacher training clinic, or teacher advisory service, which is maintained within the school system (rather than operated by way of courses in the school of education), which has access to all sorts of resources in and out of schools that can be used by teachers, and which can bring teachers into its orbit for discussion of their problems without any threat to their status. A good example of this kind of thing, currently funded by the Ford Foundation, is the Community Resources Institute run by the City University in New York City. On a small scale it is being teachers, other school staff and parents in training activities. It is developing practical materials that will also help them, and it is tapping some of the interesting new ideas about the open classroom which offer hope in American schools when carefully planned.

Training programs in this country have by now come to be so compartmentalized and narrowly professional that they have lost sight of their primary objective which is to prepare adults to be effective in their work with children. This is a criticism not only of teacher training but also of the way school administrators, especially principals, are trained and, incidentally, the way we train psychologists and social workers for service and research in education. Principals are, in fact, heads of schools: to do their job effectively requires extensive knowledge of learning processes and learning materials and, further, is dependent on their having had successful teaching experience so that they can exercise a role in furthering staff development in their own school. Far too many school principals are not chosen for their teaching ability, and when their roles are limited to office work, teachers are thereby denied help and support in shaping better learning environments for children. We may also be erring when we allow psychologists, social workers and others who seek careers in schools to go to work without ever having had any direct teaching experience themselves. In other countries, England for example, there are degree programs in these professions which insist on teaching experience as a prerequisite to employment. I would add, however, that we should avoid the doubling up of teacher certification requirements for those who train in these special areas. They should be given provisional teaching certification and allowed to get classroom experience after their professional study rather than being made to take a long list of education courses to qualify for teaching.

These remarks may seem on the surface removed from the main inquiry into compensatory education. I submit, however, that they are as central as other issues: everyone working in the school setting should have a close working knowledge of children and their different ways of learning and behaving in order to contribute directly to the improvement of the school enterprise.

To what degree should local parents and communtiy residents be involved in the definition, design and implementation of the program?

On the matter of parent and community involvement, I would simply refer to my testimony before Senator Mondale's committee when I appeared there on August 3. We had considerable discussion of this matter, and I have nothing to add.

Question Three: Would you cite some specific examples of Title I programs or other kinds of compensatory efforts that have proven successful? (Include any suggestions you can regarding what elements in these programs accounted for their success.)

I do not feel competent to provide a listing of the successful compensatory education projects in the U.S.A. and to explain the strengths of each. I have been out of the country for the past several years and I have been insulated from good information on this subject. Also I suspect that there may not be really comprehensive information in response to such a query available anywhere.

So the best I can do is to make two suggestions. One is that you review the reports published by the U.S. Office of Education under the heading of the "It Works" series. Most of them represent useful analyses of Title I compensatory education projects that seem to be working. It should be pointed out, however, that most of these projects encompass only a small portion of a child's daily school and few if any are directed to the fundamental changes in teaching and curriculum which I have suggested in responding to question No. 2.

Secondly, I would suggest that your committee get in touch with Dr. Gilbert R. Austin, who recently completed an assignment at HEW and who now works for the Center for Educational Research and Innovation at the OECD in Paris. In his temporary role at HEW, Dr. Austin looked at the evaluation of selected exemplary programs for the education of disadvantaged children and wrote a paper carrying that title. I don't know the status of the paper, although I have read a copy of it. If it is available to your committee, I do think that the record of your hearings would benefit by its inclusion. Dr. Austin has also analyzed some of the major evaluations of early childhood education promoted by the U.S. Government, such as the ETS Headstart Study, the Stanford Research Institute view of Headstart, and the Longitudinal Evaluation of selected features of the National Follow Through Program also conducted by the Stanford Research Institute. I think his analysis of these evaluations would be useful for the record of your Committee. If Dr. Austin could testify before your Committee, I am sure that his observations would clarify this question.

Question Four: Given the present conditions and needs, what would you recommend as an appropriate current level of funding for Title I of the Elementary and Secondary Education Act?

Going on the assumption that $300 per child makes sense, there are somewhere between eight and ten million deprived and handicapped children. This argues for annual funding for Title I in an amount of two-and-a-half to three billion dollars as opposed to the one to one-and-a-half billion which has characterized the program so far.

Question Five: Should training or retraining programs for professional and paraprofessional be pre-service, in service, or both? What methods and techniques should be emphasized?

The answer to this question is contained under Item 2 and does not need to be repeated here. The attached copy of my Sept. 1 speech is also relevant.

Question Six: In what specific ways could a "system approach" coupled with greater attention and research on learning and motivation improve, reform, and bring about quality education?

A. Define a "system approach" to education.

No doubt you will get a different definition of the "systems approach" to education from the person who is a specialist in what are called "systems" these days. Since I am not such a specialist, I will explain what the concept means to me.

To me it implies that education has been to a degree unsystematic, that there has not been an orderly controlled process of following the child through the educational experience and applying the specific diagnoses and remedies required at particular times to meet his particular learning needs. Certainly what is not implied in a systems approach to education is the idea of a system like that which produces automobiles on a production line, in which every component added to the ultimate article being produced is identical and is added on in exactly the same way every time. A production line approach to education will damage children, but it is possible to keep track of individual differences and systematically apply educational components which allow for them particularly through the use of a computer memory, which can more easily than the teacher let both the pupil and the teacher know what the current state of the individual's learning process is and suggest the next steps.

There may be someone who has devised a systems approach to embrace all the processes of the school ranging from the teaching of reading and arithmetic to the inculcation of attitudes and the development of physical skills and emotional health. If this has happened, I don't know about it. In general the systems approaches that people have tried seem to pick up part of the school experience and try to make it more rational, more orderly, more efficient, less expensive, and more successful with individuals. Typically this sort of thing is done with the teaching of reading and other language skills or the teaching of mathematics, which lends itself particularly to systematic development because of the logical sequential relationships involved in it. Programming techniques which depend upon immediate fortification of learning just completed by using them for further learnings are typically built into such systems approaches.

It may turn out that carefully worked out, highly interrelated efforts of this kind can indeed produce effective learning. In the Defense Department, for example, I believe that there are some rather dramatic records of a rather systematic approach to illiteracy problems among draftees with great success. But, of course, these are based on the control of the person's environment for 24 hours a day and on other assumptions about motivation than the school usually makes.

I think that efforts to make learning more systematic, less characterized by trial and error, and more efficient (particularly the latter) in the sense of getting more learning for less cost, are worth encouraging. Sometimes they are conducted by using equipment produced by commercial firms, and I think there is some evidence that these firms have tended to rush into the merchandizing of the equipment and the systematic approaches that go with it before the total effects of using it are completely understood. But it is a hopeful area which needs further, orderly attention and trial. Right now a good many youngsters in the United States are being helped with learning difficulties by arrangements which would fall under the broad heading of systems approaches as I understand it. In trying a "systems" approach, we must look carefully at the ability of large scale programs to respond to individual differences in children—not only to their different rates of learning as is more or less common in many systems approaches—but also to differences in their strengths, interests, values, and styles of learning. But again, I point to the fact that there are real specialists in this business who would probably disagree with much of the above. I suspect that they would want to make the systems concept more all embracing. I might add that one of the most hopeful efforts to develop a system is the work being done at the University of Illinois in the PLATO program.

> *8. In what specific areas should further research be conducted? Should it be carried out under Federal auspices? If so, should a new agency or body be created to examine these issues or should existing agencies take on these responsibilities? Which ones?*

The most important areas for research are ***the learning process itself and human motivation for learning.*** I attach a copy of a letter to Congressman Brademas giving some of my views on this matter. In addition, I testified before Mr. Brademas' Sub-Committee on March 20, 1971. The record of that discussion might be of interest. Basically, I favor a new Federal agency but I feel that most of the research that it would support should be done by persons in universities and other research agencies rather than in the Federal employ.

Question Seven: On what basis or criteria should educational compensation begin or terminate?

A. Should all poor and minority group students be automatically placed in compensatory programs?

My major comment in regard to item 7 is that probably a large proportion of what we call compensatory education should not be conducted in the schools at all but should be embraced within early childhood education programs which may develop under day care auspices of various kinds. When we use the word "education," we think of formal learnings and particularly of learning to read. Early childhood programs don't necessarily need to focus on that. They should first be concerned to stimulate young children in many of the ways implied under my response to Question 1. President Johnson's White House Task Force on Early Childhood wrote an excellent report (I believe in 1967–68) laying out a set of national programs related to young children and particularly those with deprived environments. It would be a good idea to review that document, although I am not sure whether it is in the public realm or not. Perhaps President Johnson would make it available if it is not.

So my broad recommendation is that national expenditure on compensatory education should be pushed downward in the schools and into the early childhood years. If I have to draw a line, which I don't regard myself as competent to do, I would focus most of these expenditures at the junior high school level and before and a very large proportion of them in preschool times, connecting them to day care programs whether in or out of the schools.

B. Should the program terminate when all students participating in such programs are achieving on grade level?

I don't think it is possible to set up any ground rules for turning compensatory education programs on or off with any given grade levels or levels of testing. That is too mechanical an approach to make sense in educational institutions, where most of the transmission of learning and values comes from human contacts which can't be turned on and off like a water facet.

Question Eight: How should compensatory education programs be evaluated? How long should it take to determine meaningful programs or the lack of it? What are the bases for these determinations?

When I testified before Senator Mondale's committee in August, I suggested the possibility of a new, comprehensive look at the effects of schooling in the United States pointing out that neither the Coleman Report nor the activities of the National Assessment really give us the data to know enough about our problems. Perhaps the latter study, which is still going on, can provide a base line against which we can determine some of the achievements and failures of compensatory education for four or five years.

There will always be controversy on the question of how a compensatory education program should be evaluated. On the one hand are those who feel that the only valid basis of judgment is hard testing information on improvement in measurable educational terms such as reading skill. Others point to the fact that there are many components of personal development that take place in the schools, which are not measurable, and which are just as important as those things which are and suggest that it would be a mistake to be too mechanistic about judging the effect of compensatory education. I suspect that both of these areas of concern are important in evaluation. Tests and testing will become more effective as years go along and will be better measures of those things which can be measured. Tests of attitudes and values will become more sophisticated and therewith more reliable.

The fact is, of course, that our expectations about the effects of compensatory education have been unreasonable. We have generally believed that if we pump a couple of billion dollars into the system there would be immediate changes. But we are pumping these funds into the same teachers and the same schools and the same children who are mutually unsuccessful before the funds arrived. Human changes have to come about in the teacher's attitudes and practices, in the institutional organization and routines, and in the materials and other components used. Everybody who knows anything about human institutions knows that these kinds of changes take time. I can't give a definitive answer to the question here, but it does seem to me that five to ten years is not too long to think of as a time during which there would be probing and experimentation directed toward producing results in compensatory education. In the meantime, we should be testing and examining, accumulating information, and finding out what has failed and what has succeeded. Clearly, there have been a variety of successes along with a variety of failures. Perhaps as a five-to-ten-year period matures the percentage of successes will grow. We should certainly set up systems for diffusion of information about what is successful, which will help that to happen.

At this point it might be worth just making one or two observations on the problem of expectations and time. When Congress passed ESEA for the first time back in 1965, it was finally funded in approximately November of 1965. None of those funds reached the schools until March of 1966, and most of them did not get into the schools until the summer of 1966. This was because all sorts of administrative efforts had to be mounted to launch a totally new system of complex relationships involving Federal, state, and local government. There was really no influence on the schools of any substantial kind during the school year 1965–66. Things moved a little bit in the summer of 1966, and the programs really got started during the school year 1966–67. This means that we are currently in the fifth year of this program and that September of 1971 will start the sixth year. The time is approaching when it is reasonable to ask for a more comprehensive evaluation, and I think it would be appropriate for Congress to request that such an effort be designed and carried forward.

FROM CHARLES H. SMITH

RESPONSES BY CHARLES H. SMITH TO QUESTIONS SUBMITTED BY THE SELECT COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITY OF THE U.S. SENATE (SENATOR WALTER F. MONDALE OF MINNESOTA, CHAIRMAN.)

Question 1. Doesn't the rationale for compensatory education presume a deficiency problem with the child and its family rather than the school system?

Compensatory education is based on the rationale that children from deprived environments are not able to fully participate in the existing educational program of the school, and further recognizes that the school as currently constituted does not have the resources to adequately cope with their needs.

Traditionally, the school has assumed that a child comes to school with a certain amount of preparation for the learning activity and that a certain amount of training has taken place in the home which school may capitalize upon. Therefore the school has built a curriculum that makes basic assumptions which may be true of a fairly sizable part of its constituency, but is certainly not true for the part of that constituency to whom compensatory educational programs have been addressed in recent years. The curriculum of the school does not take into consideration the kind of environment that many children come from that is different from the environment to which the school traditionally has responded. Many children in the center city have not had the benefit of constant companionship by their mothers and fathers; they have not had the benefit of a stimulating environment filled with toys, picture book materials, and conversations with parents designed to stimulate the curiosity of the child.

More frequently these parents are concerned with providing the basic necessities for these children and do not have the time to engage in what schools call environmental growth and development, and therefore the child is deprived of certain basics that the school expects him to have. The child that the school is more able to accommodate in the instructional situation is probably the child that has the benefit of expected preschool experiences, who lives in a home setting that does provide a stimulating environment with equipment, materials, conversation, the time, and care, and it is this child that more quickly responds to whatever stimulus the school is able to provide.

It is probably fair to say that to the extent that the traditional school cannot more adequately provide for the child that has not had the benefit of the early training, to this extent the school in fact is deficient in its ability to provide the kind of a learning-teaching environment for the child who deviates from their expected pretraining experience, There is probably no reason why the school cannot more adequately prepare for many different kinds of children, whatever their needs may be. This, of course, would require a kind of flexibility that most educators do not have.

The goals of compensatory education, then, were supposedly designed to provide the kinds of programs that would compensate for the deficiencies of children who lacked the expected preparation for school. Another part of that component must necessarily deal with the narrow training of teachers and principals and the tendency on the part of the total system to neglect the children. If the school was equipped to receive a child wherever he may be and then moved him forward in accordance with his individual needs, compensation would not be as critical. as it now is.

Question 2. What are the elements of a sound compensatory education strategy? How much money should be spent per child?

It is extremely difficult to place a specific amount of money expenditure per child on the program—for there is a wide range of effectiveness that has been gained in the compensatory education program thus far. There are school systems that have been able to make measurable impact on their students with the amount being spent, and there are other systems which have not spent the money wisely and have simply added on to what they were doing and the effects have not been measurable in terms of impact. Therefore, there is very little question about the fact that more can be gained from what now exists—however now is the time to begin capitalizing on what we have learned about the program thus far. Not much is gained from adding on to what now exists, if there has been no measurable impact. Not much is gained from heavy investments in hardware and software being used by the same people who were totally ineffective before. Investments in hardware that are poorly used will not give a substantial return on the investment, nor is there any guarantee that the people who have the responsibility for the implementation of these programs are going to feel any differently about the children that they teach.

I think it is quite reasonable to expect that any school participating in the program should be required to develop sound educational objectives for the children who are going to be involved and some mechanism through which they can measure the progress being made toward accomplishing these objectives. These objectives should reflect their analysis of the children's needs and a specific program designed to accomplish these objectives. In many cases, that program may reflect the need for teachers to be reached and affected so that they may in turn do a more effective job of reaching the children. It is not sufficient to say that a child cannot learn simply because he does not respond to the stimulus for learning that the teacher gives him, for too frequently this stimulus has no relationship whatsoever to what his actual needs may be.

I would place high on the list of a sound strategy the necessity for reaching teachers and getting them to realize that a better understanding of the children they are to teach must be reflected in what they teach and how they teach, that a better understanding of the community from which the children come must be reflected in what they teach and how they teach it, and that a higher level of cooperation and communication with the community from whence the children come must be reflected in what they teach and how they teach. Finally, it is necessary to understand that the role of the principal must change substantially in order to provide the leadership necessary in delivering the objectives of a sound educational strategy in compensatory education, for in the final analysis the responsibility for the management of learning within that single school will be determined by how well he is able to develop these needs into curriculum and content.

There is fairly good reason to believe that there are school system which are not spending an equal share of the dollar amount per child within the same single system. There is reason to believe that the distribution of materials, supplies, and other instructional materials is uneven, and that in many cases those schools in the center city are not even receiving the dollar amount value that may be true of the rest of the system. There ought to be some kind of a guarantee that a single system is spending its current per pupil expenditure on an equitable basis across the entire system before a program through Title I is funded, and then that program should reflect in what way the special needs of these children are going to be met.

I would tend to agree that no less than $300 per p. ex. is a feasible figure in terms of prior experience by many systems who have been participating in the program and have had measured success. I would further state that a plan for a school system ought to reflect some degree of coordination between programs. Many systems have 8 and 10 different federal programs in operation in their system, and in many cases there is no relationship between them. These, too, then become simply add-ons and the possibility of impact is greatly reduced. A teacher training program funded by EDPA ought to reflect the kinds of things that are happening with Title I, perhaps even T. III, IV, VII, VIII, and some relationship with what is happening in Title II. If a program, then, for compensatory education has no relationship to other federally-funded programs serving those children, one then must be forced to wonder what direction that system is going in, and if in fact they are serious about meeting the needs of the children. In those programs which do not necessarily reflect a total focus on the children who are eligible for compensatory education, then they should at least reflect some relationship between that system and that school's goals and objectives as developed in tandem with an analysis of the individual needs. I think this would be helpful in building in the mechanics of accountability which may be described here as delivering upon the stated intent of the program rather than a simple add-on.

I would like to heartily endorse the statement in Doc Howe's paper which suggests that the idea should be explored or making school districts ineligible for the federal add-on until they achieved comparability with the state or at least with the schools in a district. That statement certainly addresses itself to the problem of supplanting federal money for local money. I am reminded of the Cincinnati public schools and what they did back in '65–66 when they took a very close look at their school population that met the guidelines for Title I and did a very careful analysis of the needs in those individual schools. Once the analysis had been completed, they designed programs specifically around the needs as they had analyzed them. In those schools where all the needs were present, they placed all of the programs; in those schools where there were fewer of the needs present, they placed only those programs which addressed themselves to the most critical needs. They also set up a system whereby they could measure progress being made toward meeting those needs, and finally, of course, it was recognized that they were spending more money in some schools than others. It would seem to me that this approach is not only feasible but it is an approach that addresses itself to a careful analysis rather than simply adding on programs because there is money

Question 2(b). What kinds of special teacher and paraprofessional training and/or retraining should be conducted?

I've already stated in prior testimony that the teacher is one of the most crucial factors in the success of the instructional program. If the teacher has decided that the child cannot learn, in all probability, he will not learn; if he/she has a negative attitude toward the child, the child will very quickly sense this and give back to that teacher only what that teacher demands—the teacher, of course, will demand very little. It is that teacher attitude toward the learner that I would like to spend a little bit of time developing. I've seen teachers make judgments about children, based upon the way they look, the way they talk, and the way they act, and never bother to engage in the critical exercise of evaluating the student's achievement level and potential.

This negative attitude toward the learner probably contributes more to the nonsuccess of this kind of a student than any other single factor. This negative attitude extends itself into the home and to the parent. For many years now parents have determined not to come into contact with the school because of the kind of treatment they receive when they come into contact with the schools.

Every child in every classroom deserves the respect and attention of the teacher. In many cases, the negative attitude of the teacher is reflected throughout the entire school, even in that of the principal who ultimately has the responsibility for the management of learning with that single school. Consequently, very little attention is paid to the individual needs of the students and they are isolated within the classroom. These children are able to sense this rather quickly and oftentimes will take their hostility out on other children in the classroom, around the school, and on the playground.

The school, as an institution, is not adequately prepared to deal with the child and his special needs. Frequently, the school will place all of these children in a single track and perhaps have several classes of these children grouped together throughout the entire school, and they quickly become known as the "problem children" or "the slow learners," and the children, of course, are very much aware of this and become hostile, sullen. This attitude is nurtured by the institution, and eventually the child begins to feel that there is something different about him.

However, in many systems teachers have recognized their inadequacy to deal with the instructional problems that these children face, and have asked for help. Unfortunately, however, they have not been able to get the kind of assistance that they need from their team leaders, principals, or from the system, or for that matter, from the institutions of higher education that trained them. Many systems have used the route of bringing in consultants, sponsoring seminars and in-service training programs where outside people come in and address them. This resembles the "circuit rider" process whereby a consultant comes in, breathes fire and brimstone, and frequently leaves the system in just the same way as before, if not worse. These increased levels of frustration ultimately result in a defeatist attitude on the part of the teacher and in some cases the entire school.

Additionally, the school views parent participation as a very threatening factor and rather than embrace the community that it serves as an ally they will frequently keep the community and the parents at a distance. This unfortunately contributes to the hostility, distrust, and suspicion that the community has about the school and the potential for cooperation is greatly reduced. There are, however, a number of systems that have used rather effectively teacher aides, here defined as paraprofessionals who work very closely with the teachers and assume some responsibility for instruction. In these cases, the aides are from environment for learning. With the advent of the COP program (Career Opportunity Program of EPDA, USOE), the paraprofessionals have been able to combine matriculation in a local university along with their school responsibility.

This is a very effective program and is producing excellent results in many communities where there is a sincere effort on the part of the system to share its problems with the community and where it has solicited community participation through such programs as COP. The alert and astute teachers have paid attention to the paraprofessionals, who are of the community that is being served by the school, and they have been able to utilize their services very effectively. On the other hand, there are those teachers who consider the paraprofessionals as a threat and utilize them as people to run errands, collect milk money, blow noses, and take off boots, rather than for substantive participation in the instructional program. The schools must move more rapidly toward the greater utilization of the paraprofessionals' talents, for these are people who understand the communities in which they live, are very interested in achieving instructional goals, and can aid the children in the learning process.

Our teacher-training instittuions are going to have to move more rapidly toward combining study and experience. Too frequently the teacher-training institutions do not thoroughly understand the nature of the environment in which their students and their graduate students will seek jobs, and they will frequently counsel their students not to teach in center-city schools and guide them toward suburban and outer-fringe areas. Frequently, the students they give this kind of counseling to are the students whose scholastic achievements within the institution have been the highest. That is not to say that scholastic achievement is the most positive indicator of success, but it certainly does indicate that the students who have shown the most potential for mastering the subject-matter content are guided into other teaching areas.

One rather positive innovation that has taken place in a number of systems is the development of comprehensive learning centers in the community. In these centers, master teachers work very closely with classroom teachers into the development of curriculum specifically designed to meet the needs of individual classrooms. They embrace the community and get the kind of input from the community that usually is not available in written form in any other way. The system also assigns some of their specialists into the schools to work very closely with the teachers, not only in analyzing the problems and defining specific objectives and the development of the curriculum, but also to participate in the teaching process. These comprehensive centers recognize that their teachers are not prepared to work effectively within the center-city environment and they represent a kind of training, retraining mechanism that is making a very positive contribution in a number of places.

Proponents of an open classroom program also recognize the necessity for opening up classrooms and bringing about a variety of individuals to participate in the activities in that single setting.

For quite a few years now, we have talked about the necessity for a new way to train teachers for the center city and there are a few institutions that have combined actual course work with field experiences. They have discovered that the teacher and the graduate is more able to move into a classroom setting and is more comfortable and has a better idea of how you get an instructional program moving as a result of the field experience than those who are limited specifically to a student-teaching experience. Those who experienced a learning situation under a master teacher were able to absorb much more than would have been possible had they remained in their college classrooms. I think this is an effective technique and ought to be utilized by more teacher-training institutions. There is no reason why persons should be limited to a single semester of field experience.

Additionally, we have talked for quite some time about the necessity for "beefing-up" the whole process of how children learn—behavior, behavior modification, and the course content of the teacher-training institution. Many teachers arrive in a classroom and are ill-prepared to identify behavior deviations which would signal to them that there is a problem they ought to spend some time identifying and analyzing, and then developing a closer relationship with the learner so that they may be effective in developing program(s) that will have more meaning to the learner. The rote learning process has not been effective in dealing with the environmental problems of the center city and therefore it occurs to me that the time for substantive change in the way teachers are prepared is long past due.

If teacher-training institutions are not going to move more positively toward new models for training teachers, it then behooves school systems to set up inservice training programs through the comprehensive learning centers and move toward developing materials and techniques which can be used for more effective instructional programs for center city children. These comprehensive learning centers should not be limited to teachers only, for there is a *paucity* of expertise that exists at the mid-management level, i.e. the principal. Traditionally the principal has not necessarily been one who has demonstrated excellence in teaching as much as he may have been shown skill in discipline (which should not be discontinued), but it is not the primary function of the principal to be a disciplinarian for he has the responsibility for the management of learning, and that should be kept uppermost in the criteria for the selection of principals. It must also be remembered that people moving into principal positions will need the support of the system in preparation for the principal role in terms of defining the instruction of goals for the system, and in many cases, individual schools which may be quite different from other schools in the system. We can no longer place an individual in the principal role and leave him out there to "sink or swim" with whatever skills he brings with him, he has to be supported, and in many cases retrained so that his understanding and ultimate comprehension of the environment from whence these children come can be reflected in how that school defines its goals and objectives.

Question 2(c). To what degree should local parents and community residents be involved in the definition, design, and implementation of the program?

I have addressed this particular question throughout my discussion thus far and certainly in my testimony of August 3, 1971, I gave very strong recommendations concerning this particular question. In summary, however, I would emphasize that I support very strongly the necessity for local parents and community residents to be involved in the definition, design, and the implementation of the program. The school or school system which fails to do this fails to recognize that the education of a child is a total process. It must encompass the home, it must encompass the parents, it must encompass the community in which the child lives, and its inputs and the coordination of these various inputs that helps to build the stronger program. Once again, these factors should be viewed as allies to the learning process, rather than threats.

Question 3. Would you cite some specific examples of Title I programs or other kinds of compensatory efforts that have proven successful?

It is my conviction that the current best source of this kind of information would be in the Division of Compensatory Education in the Bureau of Elementary and Secondary Education and that its Director, Dick Fairley, would be able to provide the committee with rather comprehensive information on the best programs, where they are, what they are doing, etc. As a matter of fact the Division has greatly improved its capacity for technical assistance. The Division has for quite some time now conducted a number of monitoring exercises that have been providing technical assistance to a number of states and local school districts. They should have up-to-date information on what is working and what is not working, and certainly an indication of the programs that have proven successful. Additionally, I would think that some input on them from the follow-through programs would be extremely helpful. The National Urban League has conducted a number of programs in their affiliate leagues across the nation and should be in a position to provide some useful information to the community on the kinds of programs that have proven to be successful.

Question 4. Given the present conditions and needs, what would you recommend as an appropriate current level of funding for Title I of the Elementary and Secondary Education Act?

I stated before, this is a very difficult question to answer, but it would appear that the current funding level probably needs to be doubled; however, to suggest a three billion dollar funding level should necessarily carry with it the requirement suggested earlier in this paper, and that is the parity equalization level that districts must achieve from state and local funds as well as the determination of specific instructional objectives in their mechanism for evaluating progress toward their objectives ought to be a part of the consideration for the funding level. It makes very little sense to continue to add on to programs that are not making any impact. In those specific cases the requirements ought to be very specific and a mechanism ought to be developed to insure that the goals and objectives of the program are being met.

Question 5. Should training or retraining programs for professionals and paraprofessionals be preservice, in-service, or both? What methods and techniques should be emphasized?

I have attempted to respond to this particular question in earlier discussion. Suffice to say that there is a necessity for attacking this question on all fronts. There should be training, retraining, for both professionals and paraprofessionals in both preservice, in-service and it should be on an on-going basis. The effectiveness of the training ought to be under constant evaluation in terms of the impact it makes on the learner.

Question 6. In what specific ways does a "systems approach," coupled with greater attention and research on learning and motivation improve, reform and bring about quality education?

My response to this question would agree to the most part with the response of Doc. Howe, and an additional response would not really add very much to what has already been said; therefore, my comment will be short. Educational research traditionally has lacked the substance of research in other areas. And Educators traditionally have failed to use the results of educational research to the benefit of the system and the learner. For now it would appear as though the business of education has to be embraced by the expertise of other disciplines bringing in behaviorist systems experts and others from both industry and business whose long experience in these matters ought to be utilized and their techniques absorbed by the educational profession in terms of becoming more result orientated than has been the traditional practice.

Question 7. On what basis or criteria should educational compensation begin or terminate? A) Should all poor and minority group students be automatically placed in compensatory programs? B) Should the program terminate when all students participating in such programs are achieving on grade level?

I should hate to think that compensatory education will be necessary throughout the entire spectrum of the traditional K–12 public school program. It is feasible to assume that part of the major objectives of the compensatory education program deal with strengthening instruction in mathematics, social sciences, reading and the other basics. It is also feasible to assume that the school systems and the individual schools will set specific objectives in which the compensatory education program will participate. Part of that process includes the strengthening of the entire instructional program in that school or in those schools where Title I eligible children are enrolled. A school or a system should have the responsibility of at least determining at what point these objectives will be met, and it would appear that at that particular time a very hard look ought to be taken at that school or that system in terms of how they have accomplished these objectives. Not only should the children have arrived at grade level and above, but the entire program of that school or schools where the children are involved should have greatly improved. Therefore, it is reasonable to assume, that at some point in time (which I am not prepared to state) that the objectives having been met that the need for compensatory education would be somewhat reduced.

I think it is a fallacy to assume that all poor and all minority group children should automatically be placed in compensatory education programs. There are those children who are both poor and minority who have survived the environment sufficiently to compete academically with children of other environments. I think it would be a mistake to assume without any kind of analysis of needs which are eventually formulated into instructional objectives. I believe that the accountability factor has to be built into this context. Finally, it would seem to me that a school system would take into consideration that the earlier they reach these children, the more quickly they can get on with the business of a compensatory educational program that meets their needs. And at some point in time in their public school during their public school years there would be a mechanism built in for constant evaluation and review, and if at some point in time, the instructional program proves to be weaker at the mid-level grades, then an additional thrust ought to be made at the later grades, perhaps at the jr. high or the high school level to insure that the final product is a quality product. And additionally, the thrust would include a mechanism thru which the weaker level would be strengthened.

Question 8. How should compensatory education programs be evaluated? How long should it take to determine meaningful programs or the lack of it? What are the bases for these determinations?

This is a rather difficult question to respond to both in terms of the actual evaluative process, the amount of time for the evaluation to take place, and over what period of time, as well as the criteria for the actual evaluation. There has for quite some time been a major controversy over the use of achievement tests that fail to take into consideration the environmental factors of the children being tested, and it is well-known what the judgment and attitude of the minority community is about achievement tests which have been standardized on a middle-class white basically suburban norm.

Title I as a major program, had its hard and troublesome beginnings and it has only been in the very recent past that many school systems have begun to understand what the objectives of the compensatory education programs are to be. This is not to say that the first two or three years have been wasted, simply to say that it has taken time and money to make our institutions pay some specific attention to what I have referred to previously as a neglected population.

I doubt seriously if the current testing mechanisms are sophisticated enough to effectively evaluate the compensatory education programs as they relate to improvement in the attitudes toward learning by minority and poor children. I doubt if the current mechanism can effectively weigh the value systems that now exist or whether or not there is any increased relevancy as applied to systems that minority groups, poor people view as being superimposed upon them. I think it is a problem we will have to continue working on and accelerate our efforts in this area and solicite the help and consultation of the various disciplines in coming up with a system by which success, achievement can be evaluated on a scale that is acceptable and takes into consideration the environmental differences and all of the things that we are currently in a controversy over. I think it is fair to state that it has only been in the last few years that developers of test and testing mechanisms have been called to task for their failure to develop mechanisms that reflect an understanding of a population that happens to be different from the criteria that they normally use.

In the meanwhile, I think it is not unreasonable to expect that as progress is being made in this area, that there will be accelerated efforts by our institutions of higher education, the U.S. Office of Education, and other agencies interested in the development of testing mechanisms which get to the basis of true growth academically (as well as growth in values and attitudes) which will ultimately reflect a much truer picture of the impact of programs such as the compensatory education.

Appendix 2

MATERIAL SUBMITTED BY OTHER THAN WITNESSES

FROM SENATOR BIRCH BAYH, OF INDIANA

[From the U.S. News and World Report]

Where Private Firm Runs Public School

> An Indiana school has hired a private company to teach its 800 students on this basis—improved education, or no pay for the work done.

Gary, Ind.—"All children in this school can and will learn; we commit ourselves to that end."

With those words, Gordon McAndrew, the superintendent of schools in Gary, explains the goal for a radical experiment in public education. For the next three years, under binding contract, the total operation of one elementary school here, kindergarten through grade six, is in the hands of a private company.

MONEYBACK GUARANTEE

The contract works this way:

The firm hires the teachers, pays rent on the school building, and supplies the books, teaching aids and instructional methods. It is paid $800 per pupil, or about $640,000 a year to educate 800 children. The $800 figure is the per capita cost for one year of schooling in the Gary system.

In exchange, the school board gets the company's assurance that each child in the predominantly black school will meet or excel the national norms in all subjects—reading, math, foreign languages and the sciences.

If impartial tests—to be administered by a third party—show that the company has failed, Gary will get its money back.

The school board signed the contract, involving Gary's Banneker Elementary School, almost as a last resort. Dr. McAndrew had found that three out of four students in the city were slow readers—or nonreaders.

The company, Behavioral Research Laboratories, of Palo Alto and New York, sent representatives to Gary in July. Its staff members recruited and trained teachers for Banneker, met with parents and the school, began discussions with community leaders. News letters invited parents to take part in the advance planning.

Now, after less than a month in action, the Banneker experiment is already attracting nationwide attention.

Pupils follow individualized methods of instruction. Materials are designed so that each child may work alone, set his own pace under supervision of the teacher. It is an ungraded program in which the child, regardless of age, is with others of comparable ability.

Banneker's teachers say the absence of grading and the freedom with which children move from one learning group to another contribute to a relaxed atmosphere. Released from the day-to-day competition for grades, they say, the child turns most of his attention exclusively to the business of learning.

ADVANCE PLANNING

In the past 10 years, Behavioral Research developed three programs which form the backbone of the Banneker experiment: Projects Read, Learn and Math. Project Read—sometimes called the Sullivan System, after its originator, Dr. M. W. Sullivan—also is being used for more than 2,000 other Gary students.

Dr. Alfonso Holliday II, president of the school board, explained the contract in these terms at a news conference on September 29—

"With education costs rising 15 to 20 percent a year, we didn't feel we could keep asking for more money when our children were learning below their grade level. . . . We are at rock bottom and must try new approaches. . . . We must be willing to be pioneers, and no longer say our children lack ability to learn."

As an expression of confidence, Dr. Holliday sent his own children to Banneker. So did Mrs. William Caldwell, another board member. She said:

"My husband and I took our boy out of a private school which he had attended for three years because we thought he would have a better chance here. We are very happy with the change—and so is he."

Thus far, about 100 Gary children have transferred to Banneker.

ACROSS THE U.S.

Officials are quick to concede that the idea of guaranteed performance in education is not new.

Upward of 200 school districts are trying it, in one form or another throughout the country. The Office of Economic Opportunity has granted more than 6 million dollars to be divided among six companies and 18 school districts in the current school year.

The Behavioral Research teaching methods are presently used on about a million American children in more than 100 communities.

The experiment at Banneker is unique, however, because for the first time ever, a private company has taken over the entire responsibility for operating a public school.

In Gary, where life is tied closely to steel mills or to commuting to jobs in Chicago, what happens at Banneker may emerge as a national barometer.

One steelworker said:

"I don't know whether this new system will work or not, but we sure ought to give it a chance. I want my kids to get more out of life than I did."

Appendix 3

ARTICLES OF INTEREST

[The Wall Street Journal, July 14, 1971]

Sharing the Load—Drive To Equalize School Taxes in States Gains as Protests Against Inequities Mount

(By James E. Bylin)

Big Bend, Calif.—Nestled in a tranquil, isolated valley, this Northern California logging village is far from rich. When the winter snows come and halt the logging, about half the several hundred residents scattered about the valley turn to unemployment insurance or welfare.

But amid the modest weatherbeaten houses is a surprising sign of opulence: a posh elementary school. Sprawling over a three-acre plot, the modern complex would cost over $1 million to replace. The school boasts a well-equipped gymnasium, a 75-foot heated indoor swimming pool, private music lessons and a teacher for every 12 students. The school's enrollment last semester: 36.

What's more, the school district's tax rate is a paltry 26 cents per $100 of assessed valuation. The average rate for California elementary school districts is around $1.50.

TURBINES GENERATE MONEY

For its low rate, Big Bend can thank Pacific Gas & Electric Co., which happened to erect three big turbines in the sparsely settled district. These turbines account for more than 90% of the district's $30 million or so in assessed valuation. Dale Glasco, who earns $21,000 a year doubling as principal and a teacher, admits he can't even recall his budget. "I forget," he says, rummaging through his desk for a budget report. "I really don't pay that much attention to it." Giving up his search, he finally estimates it at about $85,000, or $2,400 per pupil, more than triple the national average.

But to many, Big Bend's windfall for its homeowners appears a bit incongruous at a time school districts across the nation are pleading poverty and pinching pennies. As in most states, California's approximately 1,100 school districts rely heavily on local property taxes to finance their educational programs. And, like their counterparts elsewhere, educators here have found it increasingly difficult to get taxpayers to loosen the purse strings any more. In California, 60% of the elections to allow increases in school taxes or sell school bonds in the past year failed. About 30 school districts in fiscal 1969–70 went bankrupt and had to be bailed out by the legislature. Statewide, the number of teachers has dropped 9,000 in the past year while enrollment has climbed 100,000.

To pay its bills, the mammoth Los Angeles Unified School District, with nearly 700,000 pupils, has had to cut class time at all high schools and some junior highs, drop home economics, music and some other courses, cut back interscholastic athletics and curtail health services and maintenance work. "Our schools are deteriorating before our eyes," moans Donald Newman, a Los Angeles school board member. Mr. Newman also says that the Los Angeles system may lose its fire insurance because it can't afford the $800,000 in premiums.

EQUALIZING THE BURDEN

For many well-known educators, the solution is to equalize school taxes within the various states. For instance, James Bryant Conant, education authority and former Harvard University president, has expressed "shock" at the differences in school taxes and said, "it may well be that you can have local control of all the vital aspects of the public schools and still have the financing at the state level."

Only Hawaii pays for all of its local education on a statewide basis. But now school tax equalization appears "to be an idea whose time has arrived," says a study prepared by the University of Chicago for the Education Commission of the States, an interstate group that seeks to improve education. At least 20 states now are "toying" with some type of school tax equalization proposals, ranging from statewide property taxes to general state funding, says Wendel Pierce, executive director of the Education Commission.

In Michigan, for example, Gov. William Millikin is pushing to eliminate $1.1 billion in local school property taxes, substituting instead full state financing by way of increased income and business taxes. With school district spending around the state ranging from $500 per pupil to more than $1,200, the Governor feels "there will never be equality as well as quality in education until all districts get basically the same per student," an aide says.

The Maryland Legislature this spring passed a proposal sponsored by Gov. Marvin Mandel for the state to take over all the costs of public school construction. With the rising anti-tax attitude on the local level, "the Governor feels this is just the first step toward the sate assumption of all costs of public education," an aide to the Governor says.

The issue is clearly important. To Wilson Riles, California's recently elected superintendent of public instruction, school tax equalization is the "most crucial issue" facing the state. "The quality of education shouldn't depend on where a student's parents happen to live," he says. He says the district in heavily industrial Emeryville near San Francisco spends $2,000 on each student and has a tax rate of $2.57 per $100 of assessed valuation. Meanwhile, nearby Newark, a residential community manages only $600 per student on a $5.65 rate. "And those aren't the extremes; they're only examples, and it's unfair to the student."

WIDE RANGE OF TAXES

Indeed, the discrepanices are much greater. A. Alan Post, chief analyst for the California legislature, says that "families living a few miles apart, but in different districts, may have equivalent homes, the same income, the identical number of children, yet one pays 10 times as much school tax" and gets worse schools than his counterpart in the neighboring district. On the elementary level alone, Mr. Post says, per pupil expenditures range from $407 to $2,586.

Yet reform faces a struggle. Mr. Riles brought a reform package to the current legislature, which tabled it in committee despite the support of the state board of education, state department of education, California Teachers Associaion, the California School Boards Association, the League of Women Voters and others. From the beginning, however, Mr. Riles knew it would be a "difficult task" to pass the package because "reform takes courage."

The core of the plan was a statewide school property tax of $3.75 per $100 assessed valuation. The money raised, together with increased state spending from the general fund, would have been returned to the districts in the form of equal per-student grants.

For Los Angeles, this redistribution would have meant a 22-cent reduction in the property tax rate coupled with an additional $25 million in school funds.

Though proponents claim that some 90% of the districts and students in California would benefit from school tax reform, the opposition has been formidable. It includes influential agricultural interests as well as the state Chamber of Commerce and other state groups.

Many of the low-rate districts that would have been hardest hit are rural. Because of the sprawling farm lands, they can handsomely finance programs for their relatively few students without heavy taxes. Though many claim farmers thus don't carry their share of the school tax load, Donald Grunsky, a state senator who represents a major farm area, argues that farm land is assessed on the basis of "artificially inflated values," rather than the farmer's income or ability to pay.

The state Chamber of Commerce says it fears a statewide tax might lead to different assessment classifications for businesses and homes, which it opposes, and "nullify any meaningful property tax relief program which may be encompassed in an overall tax reform package."

[From the New York Times, July 15, 1971]

CITY'S SCHOOL-JOB TESTS BARRED AS BIASED

(By Arnold H. Lubasch)

A Federal judge ruled yesterday that the city must give up its traditional examinations for selecting school principals because the tests discriminated against blacks and Puerto Ricans.

The judge, Walter R. Mansfield, granted a preliminary injunction restraining the Board of Examiners from giving the examinations, as well as from issuing eligibility lists based on them.

His ruling prevents permanent appointments based on the eligibility lists, but the city's community school boards can continue to appoint acting principals, assistant principals and other supervisors without regard to the disputed lists.

The injunction resulted from a suit filed in Federal District Court here last September by lawyers for the N.A.A.C.P. Legal Defense and Education Fund, Inc., which called the judge's ruling "a significant breakthrough in the struggle to improve the quality of education in the city."

The Board of Examiners, which administers the long-standing eligibility examinations for the city's schools, contested the suit in court, but members of the board were unavailable yesterday for comment.

Dr. Harvey B. Scribner, who decided not to defend the examination procedures after he became Chancellor of the city school system last fall, praised yesterday's ruling as "both welcome and highly significant."

After the suit was initiated, the judge issued a temporary restraining order to prevent the Board of Examiners from issuing supervisory lists, but he permitted eligibility examinations to continue at that time.

His decision yesterday, barring both examinations and lists, expressed the opinion that any subsequent trial of the suit was likely to find that the examination procedures were unconstitutional on the ground of discrimination.

'SUFFICIENT' EVIDENCE

"We are here called upon to decide," Judge Mansfield noted, "whether those examinations which have been prescribed and administered by the Board of Examiners of the City of New York to candidates seeking licenses for permanent appointments to supervisory positions in the city's school system are unconstitutional.

"We conclude that a sufficient showing has been made of violation of the equal-protection clause of the 14th Amendment to warrant the issuance of preliminary injunctive relief."

The judge observed that his decision came after numerous affidavits, exhibits and arguments, as well as testimony, including detailed statistics submitted by both sides.

His decision cited statistics showing only 11 blacks and one Puerto Rican among the 1,000 licensed principals in the city's public schools, where 55 per cent of the students are black or Puerto Rican.

OTHER SYSTEMS CITED

"We are impressed," the judge added, "with the revealing statistics comparing the percentage of black and Puerto Rican principals to white principals in the five largest school systems in the country."

Noting that New York City had, by far, the lowest percentage of minority representation, 1.4 per cent, Judge Mansfield said that "the next lowest city, Chicago, has almost five times the percentage of minority principals found in New York City."

A similar imbalance exists with regard to assistant principals, he pointed out.

LACK OF A 'SHOWING'

"The evidence establishes to our satisfaction," the judge stated, "that the examinations prepared and administered by the board for the licensing of supervisory personnel in New York City schools do have the de facto effect of discriminating significantly and substantially against qualified black and Puerto Rican applicants."

Such discrimination, standing alone, would not necessarily require relief in this case, Judge Mansfield continued, because "the goal of the examination procedures should be to provide the best qualified supervisors, regardless of their race."

But where the examinations result in substantial discrimination against a minority racial group qualified to take them, he said, then the board must make "a strong showing" that these examinations are required to measure the abilities essential to the performance of the supervisory positions.

The judge added that the board had failed to do this, although it contended that the examinations were valid, reliable and objective.

Judge Mansfield declared that a review of the examinations "reveals that the questions appear to be aimed at testing the candidate's ability to memorize rather than the qualities normally associated with a school administrator."

"Only in the cities of Buffalo and New York does state law provide for examinations in addition to state certification," he observed, "and only the New York City school district maintains a Board of Examiners and the specific examination and licensing procedures here under attack."

Were it not for these special procedures in the city, permanent position as elementary school principals would have been given to Boston M. Chance, a black, and Louis C. Mercado, a Puerto Rican, both acting principals who initiated the suit, according to the judge's decision.

"There appears to be a strong likelihood that plaintiffs will prevail on the merits at trial," Judge Mansfield said in concluding his 48-page ruling.

[From the Washington Evening Star, July 21, 1971]

MATH, READING SCORES OF DISTRICT PUPILS RISE

(By Lynn Dunson)

For the first time in several years, reading and math scores of District school children went up, according to test results released today.

Pupils in grades 1 through 9 were tested in September. The same tests were given in May as a post-testing means of evaluation.

While D.C. elementary and junior high students still trail the national and large city norms, children in grades 3 through 9 improved math scores on the average by one whole grade and reading scores by 1.1 grade.

The test totals were expressed in terms of a median level for each grade. The median is the mid-point of all scores, with half the students scoring below and half above.

District scores are compared to national scores and to the scores of 11 large city school systems on a standardized test.

The most impressive gains were made in the first and second grades, which placed District students within a few months of national and large city norms.

In reading, the first-grade median is only one-tenth of a point behind the national group and surpasses the large city group by two-tenths of a point.

The scores are expressed in grade equivalents. Each tenth of a point is the equivalent of one month of school work.

The national and large-city groups both scored 2.7 in reading at the second-grade level. Compared to national norms, the D.C. second grade scored 2.4, but pulled up even with the large-city group.

LOWER GRADES' MATH

In mathematics, the D.C. first grade scored 1.8 in comparison to the large city's 1.7. However, it is two-tenths of a point behind the national group.

Both the national and large-city second grades scored 2.7 in mathematics with the District's second grades scoring 2.3 and 2.6 respectively.

The upper grades did not fare so well. Although they made gains at the junior high school levels, students still trail significantly behind both national and large city norms.

GAINS IN GRADES 3-6

Grades 3 through 6 gained an average of one year and one month in reading achievement per school year and did slightly better in math performance by advancing an average of one year and two months.

All grades tend to look better when medians are compared only to big-city scores. The third grade in the District can display a 3.5 reading median when compared to the large city 3.6. But the District norm drops to 2.9 when compared to the national third grade reading median of 3.7.

The same thing happens with sixth grade reading scores. The District is 6.3 compared to 6.4 for large cities. That drops to 5.4 campared to the national group.

In third-grade math, the District is 3.2 compared to 3.7 for the national group and 3.6 compared to 3.5 for large cities. In sixth-grade math, the District scores 5.6 to the national 6.8, and 6.2 compared to the large city 6.5.

In elementary schools, the median level scores tend to follow the past pattern of being higher where the income level of the neighborhood is higher.

The other large-city systems used for determining norms in the test are Atlanta, Birmingham, Boston, Camden, N.J., Cleveland, Dallas, Honolulu, Los Angeles, Milwaukee, New York and San Francisco.

FIRST TIME FOR TESTS

This is the first "before-and-after" testing to be done in the city schools since the initiation of the academic achievement plan, designed by Kenneth B. Clark. The plan is supposed to raise the reading and math performance to national norm levels.

Supt. Hugh J. Scott attributed the better scores to the academic achievement plan.

The spring tests were given to some 100,000 children, 300 more than took the test in the fall.

During the May testing, a school board member charged that some children who had been identified as poor students were not being given the tests in an effort to raise the median scores. Scott said today that the accusation was more "rumor than fact" and had not been substantiated in an investigation.

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